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ABSTRACT

Descriptive summaries of twenty-two rural and urban school systems throughout the United States are presented in this report. Data for each summary include: (1) an introduction which describes the school's student population, the school's desegregation strategy (court ordered or voluntary), grants received by the school, and problem areas focused on by the school to meet specific student needs; (2) an overview of the school's desegregation history at different educational levels; (3) an outline of minority and non-minority needs in meeting the problems of desegregated schools; (4) a description of basic ESAA projects and other Federal programs implemented at the particular school; and (5) evaluative observations made at the school. Tables and graphs provide statistical data for each of the summaries. (Author/EB)

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ED170406

An Assessment of Emergency School Aid Act (ESAA) Program Operations

Volume II Appendix: Case Study Summaries

September 1978

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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ASSESSMENT OF ESAA PROGRAM OPERATIONS

VOLUME II APPENDIX

Foreword

This appendix contains descriptive summaries of the case study data obtained as part of this assessment of ESAA program operations. These data formed a major part of the investigation of the foci of ESAA projects and of the extent to which ESAA projects have been perceived by grant recipients to be addressing the desegregation related needs of school districts. Unstructured interviews were conducted with school district officials, local ESAA project staff and community members in 2 to 3 day visits to each of 22 sites[1/] in the winter of 1977. To maintain confidentiality for these individuals, we have used throughout pseudonyms for the school district names.

Interviews were performed by racially balanced two-person teams. Relevant district data and interview data were initially summarized by each case study team. The final summaries as presented here were developed by Rosalind Gerald, Babette Gutmann, Elaine Heath, Sheri Lanoff, Gretchen Schafft and Nancy Smith.

The paragraphs below, abstracted from Volume II: The Focus of ESAA Projects, provide an overall description of the characteristics of the case study group.

Initial prerequisites for the case study group were that it must contain at least two districts receiving each type of ESAA grant and that each DHEW region be represented by at least one district. Given these conditions and the small size of the group, districts were selected to be indicative, but not statistically representative, of the characteristics of ESAA districts. The list of districts with several relevant characteristics is presented in Table 1.

Twenty-one of the 22 districts received a Basic grant in FY 77 (three from a supplemental appropriation for projects in districts with non-required plans). Nine received a Pilot grant, 14 received at least one NPO grant, five received a Special grant and one, a Bilingual grant. No more than nine projects of any one type were investigated in detail through interviews.

TABLE 1

CHARACTERISTICS OF CASE STUDY DISTRICTS

	Year of First Implementation	Plan Type	Percent Enrollment Affected By Plan	No. of Years Received ESAA	1977 Percent Minority Enrollment	1977 Enrollment*
Border & South						
Ash	1975	required	60%	2	65%	5
Beech	1954	required	100	5	90	4
Birch	1968	required	100	2	48	1
Butternut	1957	required	100	5	55	4
Ironwood	1964	nonrequired	100	5	28	2
Maple	1960	required	100	5	83	5
Pine	1970	required	100	5	65	5
North & West						
Buckeye	1970	required	19	5	18	4
Cedar	1972	nonrequired	80	3	16	4
Chestnut	1966	nonrequired	100	5	20	5
Cottonwood	1975	required	100	3	20	4
Cypress	1972	nonrequired	100	5	37	2
Dogwood	1972	nonrequired	100	5	53	2
Evergreen	1973	nonrequired	32	5	70	3
Hemlock	1973	nonrequired	100	5	89	2
Hickory	1966	nonrequired	97	4	21	5
Juniper	1959	nonrequired	100	4	9	3
Magnolia	1964	nonrequired	-	4	73	4
Redwood	1973	required	96	5	23	5
Spruce	1972	nonrequired	89	5	49	4
Sycamore	1968	nonrequired	100	4	55	4
Willow	1976	required	96	2	81	5

* (1) LT 1,000 (2) 1,000 to 5,000 (3) 5,000 to 10,000 (4) 10,000 to 25,000 (5) GT 25,000

Geographically, districts were selected roughly in accordance to the number of ESAA grants in each DHEW region.2/ The ability to geographically cluster the sites to facilitate travel was a practical consideration.

The districts were nearly equally split by the type of desegregation plan enabling ESAA eligibility. Of the 10 sites with required plans, eight were court ordered, one HEW-ordered, and one mandated by a state agency. All 12 districts with non-required plans had implemented plans to reduce or eliminate minority isolation as opposed to plans to prevent minority isolation.

Eight of the case study districts initiated implementation of their desegregation plans prior to 1968, 11 in the period between 1968 and 1974, and three since 1975. Several of those initiating implementation prior to 1972 have been subject to continuous plan readjustments and mandates through 1975.

According to the districts' ESAA applications, the desegregation plans affected over 95 percent of the enrollments in all but five of the districts. Of the students affected by the plan in each district, the percentage proposed as ESAA project participants varied from 5 to 100 percent, with the median at 25 percent. Minority students constituted 20 to 90 percent of the proposed participants.

The districts were approximately evenly distributed by percent minority enrollment. Roughly one-third were in the ranges 0-30, 30-60, and 60-100 percent. For Basic grants, this sample over-represents districts over 60 percent minority. However, the number over 60 percent minority is an under-representation for Pilot grants. Enrollments varied from 9 percent to 90 percent minority, with the median at 49 percent. Both black and hispanic students constituted the minority populations.

Enrollment of the case study districts spanned the range from roughly 1,000 to 250,000 pupils. Seven districts had over 25,000 pupils, 10 had between 5,000 and 25,000, and five had less than 5,000.

FY 77 Basic grants for the 21 districts ranged from approximately $60,000 to $3,000,000. The median FY 77 grant was $360,000. Per proposed participant, Basic grants ranged from $9 to $840. (Participants are not full-time equivalents). This corresponded to a range of 0.6 to 44 percent of the district's per pupil

expenditures. Four districts received Title IV (Civil Rights Act) grants and 10 districts received Bilingual grants under Title VII (ESEA).

FOOTNOTES

1. The initial case study group consisted of 25 school districts. Due to changes in the study's scope of work and consequent time constraints, the group was reduced to 22 districts.

2. Region II (New York, New Jersey) was not represented since a study of the Regional Administration of ESAA was being performed concurrently with the present study. The three districts in the initial group of 25 that were not visited were in the south.

ASH

Introduction

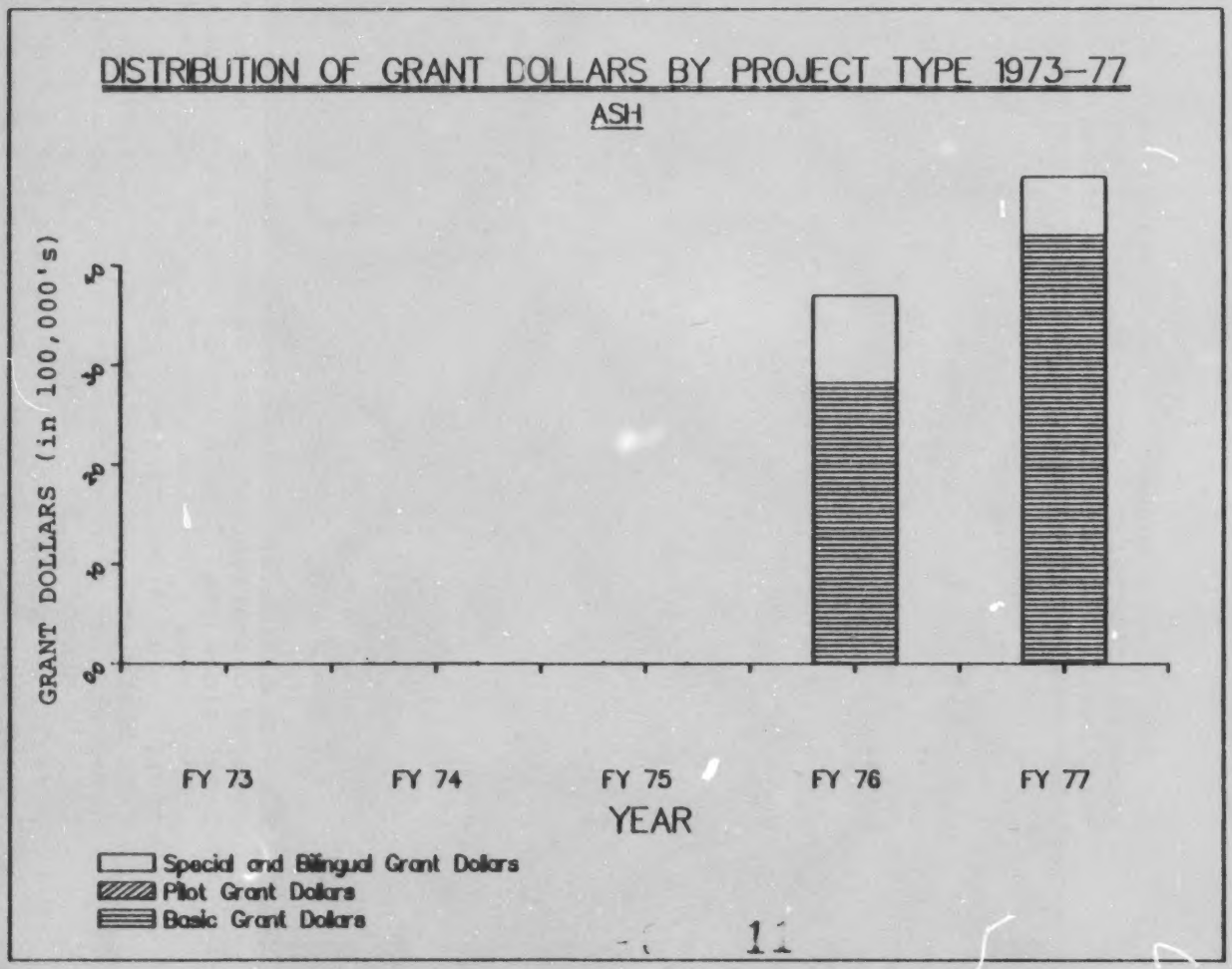
Ash, a southwestern, urban district with Hispanic students comprising over 55 percent of the total enrollment, has been implementing a series of court orders which have desegregated the schools in stages according to grade levels. In 1975-76 the elementary schools were desegregated; in 1976-77 the junior highs were desegregated. During the 1977-78 school year, the court revised its plans for the elementary and junior highs, stating that each school should reflect an 80:20 ratio of minority to non-minority students. The court also required the desegregation of the senior high schools.

In FY 77, Ash received a Basicl ($431,000) and a Special grant ($58,500) for the second consecutive year (see Figure 1). Respondents in Ash felt the major needs which arose as the result of the court ordered plan were teacher training, individualized instruction, and community liaison. The Basic project addressed these needs at the elementary and junior high school levels by providing a teacher resource center with in-service programs, learning facilitators, tutors, community liaisons, and a community hotline program. The Special project focused on problems of community outreach and student suspension by providing community liaison aides to assist in attendance problems, and a counseling component based in already existing career centers.

Desegregation History

The Ash Independent School District has had court ordered desegregation plans in effect at the elementary level since the 1975-76 school year; at the junior high school level since the 1976-77 school year. In the spring of 1977, the district received a further order from the U.S. District Court directing the implementation of a desegregation plan at the senior high school level for the 1977-78 school year. In addition, the previously established plans for the elementary and junior high levels were revised. One change was the adjustment of the acceptable ethnic ratio in the district's schools from 75 percent minority and 25 percent non-minority to 80 percent minority and 20 percent non-minority.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
ASH
GRANT DOLLARS (in 100,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars

The 1977 court order corrected some of the difficulties which had arisen as the result of the earlier court orders. The 1975 court order, which affected only the elementary schools, had ordered the reassignment of students in order to remedy minority isolation. Students were reassigned by computer with the constraint that they were to be reassigned to a school no further than two miles from their home. Known as a "walking plan," the plan affected 15,000 students, some of whom had to walk beyond the schools nearest their home to reach their assigned schools. There was also some pairing of schools. The schools were paired through a lottery method, and students within the paired schools were assigned to their schools by an alphabetic lottery. Student assignments were made yearly. One result of this plan was that a student might attend three elementary schools in three years. Respondents in Ash hoped that the revised plan would eliminate these difficulties.

According to the 1977 court order, elementary students in grades K-2 attended schools in neighborhood attendance zones. In order to reach the specified racial/ethnic ratio at the elementary level, 16 schools were paired. The third and fourth graders of one school in the pair were assigned to the second school of the pair. The fifth and sixth graders were assigned to the first school.

In the 1976 court order, which affected the junior high schools, five schools were grouped into one three-school and one two-school group. The court directed that the same number of students be transferred from a particular school in 1977-78 as had been in 1976-77. Thereafter, the district was required to assign students to the five paired schools in such numbers in order to reach the 80:20 ratio.

The primary target of the 1977 court order was the senior high schools (grades 10-12). Under this plan, boundary lines which delineated the attendance zones of three of the district's five high schools were changed. For the 1977-78 school year, sophmores and juniors were to be assigned according to the new boundary areas. Seniors were allowed to complete their final year in the school they attended prior to the boundary changes. After 1977-78, however, students in all three class levels were to be assigned according to the redefined boundaries.

There was a decline in total enrollment between 1968 and 1977 and a slight increase in the number of minority children in the Ash schools during the same period. (See Figure 2.) Minority isolation and racial imbalance indexes were available for 1968, 1972, and 1974, one year before Ash began implementing its desegregation plans. The indexes show that prior to the court orders, the district had large numbers of students attending schools that were over 50 percent minority and a medium number of schools whose enrollment did not reflect the racial/ethnic composition of the district as a whole.

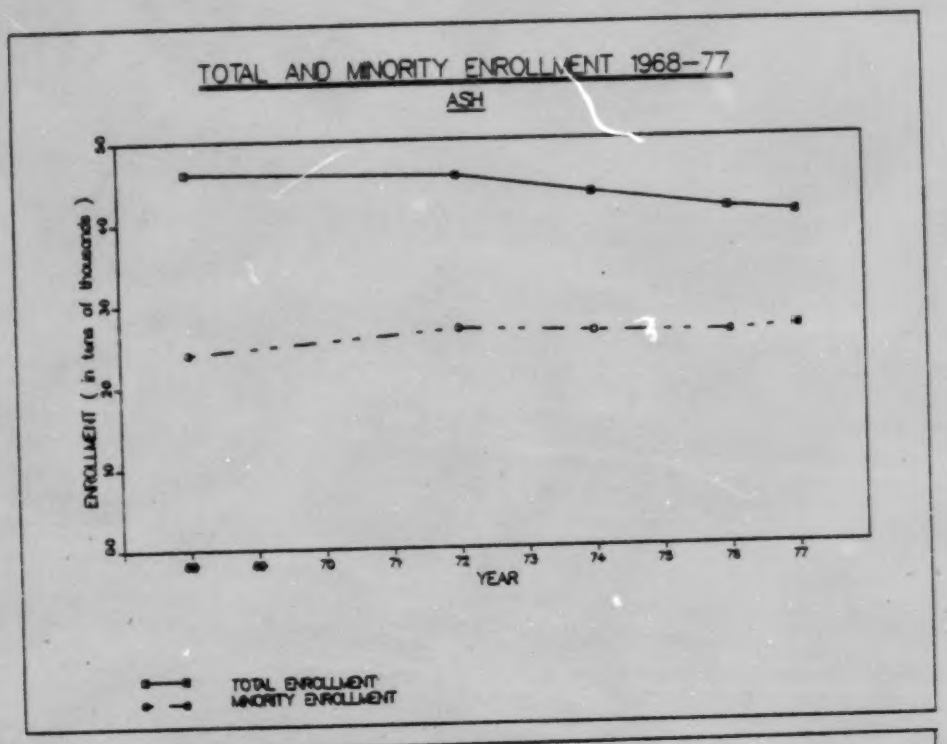
In 1974, minority students comprised 61 percent of the total enrollment. Fifty-five percent of the total enrollment was Hispanic. (See Figure 3.) In 1970, almost 25 percent of the children aged 6-17 in Ash were from families with incomes below the Census defined poverty level. A larger percentage of white than minority children were from families with incomes below the poverty level. In 1970, about 6 percent of the children aged 6-17 in Ash were enrolled in private schools. A larger percentage of white than minority children attended private schools.

Expenditure data showed that educational costs in Ash were high. The district had a relatively high teacher salary (the district average was 8 percent greater than the state average) and a relatively high per pupil expenditure (the district average was 23 percent greater than the state average). The district also had a relatively high ratio of pupils to teachers (the district average was 2 percent greater than the state average). Federal revenues comprised 10 percent of the district's total revenues.

Needs

Respondents noted that the reassignment of students had resulted in an alteration in the cultural, racial, and ethnic composition of the schools. Respondents expressed the belief that these alterations might result in inter-group misunderstandings and the possible alienation of students from school. Further, district officials were aware of a growing absentee rate in the high schools. They feared that the court order, which increased the busing of students, would intensify these problems. Also,

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968-77
ASH
ENROLLMENT (in tens of thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

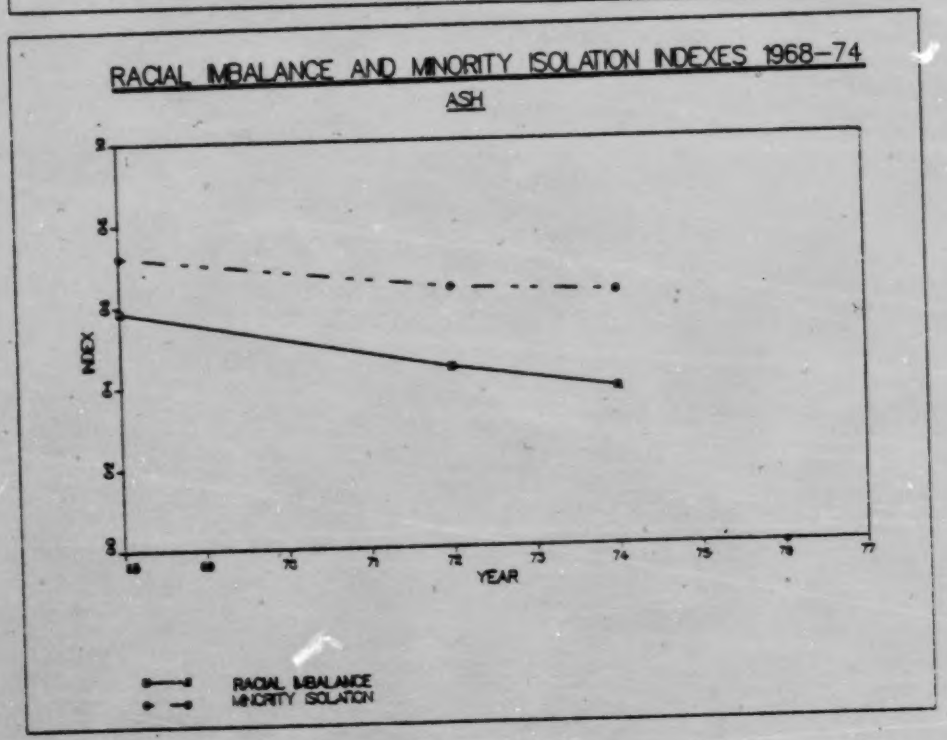
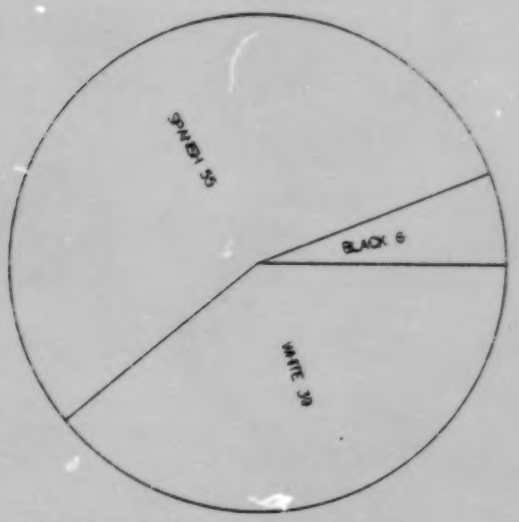

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968-74
ASH
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

FIGURE 3

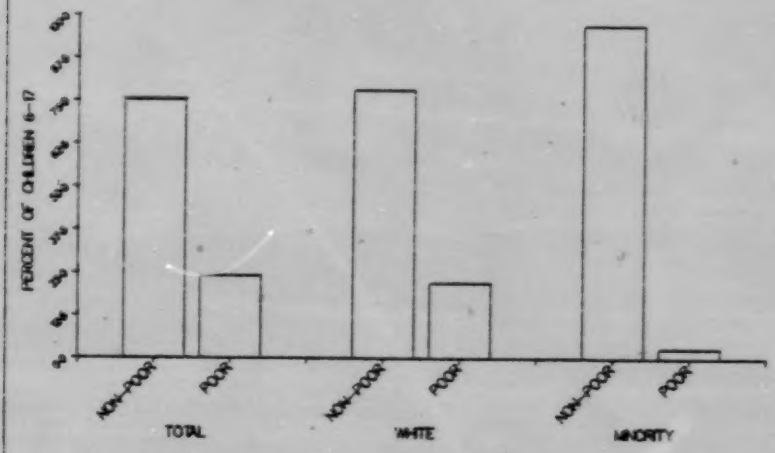
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974

ASH



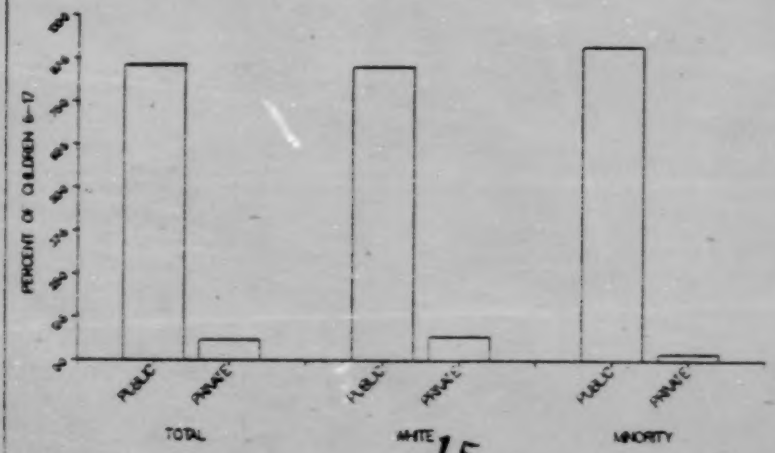
CHILDREN 6–17 BY POVERTY STATUS AND RACE

ASH



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE

ASH



since the implementation of the plan, the district experienced an increase in the number of students suspended from school.

Respondents in Ash also felt that there were other needs in the district. Needs cited included opportunities for interactions between the minority and non-minority communities in activities outside of school, opportunities for further parent participation in school activities, and training for students and teachers in meeting the problems of desegregated schools.

The Basic Project

The ESAA Basic grant ($431,000) was targeted at students in the district's elementary and junior high schools. Students in grades three through six in the 16 paired elementary schools were eligible for services. The five junior high schools mentioned in the court order were also eligible for services from the Basic project. The project included two components at the elementary level -- in-service training and learning facilitators, two at the junior high level -- tutors and community liaisons, and one which served both levels -- a community hotline.

The first component targeted at the elementary school level provided in-service training for teachers to increase their skills in the affective and cognitive domains using a Teacher Renewal Center. There were three purposes of the Teacher Center:

- to increase teacher knowledge of instructional and human relations techniques and strategies that can be utilized to meet the wide-spread pupil needs of the desegregated classroom;
- to provide elementary principals and facilitators with instructional and human relations/leadership techniques and strategies which will improve their competency in working with teachers to plan and implement the instructional program; and
- to train parents and community volunteers to tutor individual elementary pupils in reading and mathematics.

Each of the target elementary schools received 17 days of staff training at the Teacher Center. The staff training included 3 days for a needs assessment, 7 days of staff development in reading and 7 days in mathematics. In addition, 3 days of follow-up in-service sessions were to be conducted for two team leaders at each of the paired schools and also at three participating non-public schools. Also, elementary principals and learning facilitators funded by ESAA were to attend 3 half-day sessions in reading, mathematics, and human relations and leadership techniques.

The second component targeted at the elementary school level was designed to facilitate changes in instructional practices necessitated by pupil reassignment. One instructional facilitator was employed for each of 12 (six pairs) of the elementary schools which experienced the most change in racial/ethnic composition. The instructional facilitator assisted the principal in planning, coordinating and implementing the instructional program.

The objective of the first component targeted at the junior high level was to provide assistance to junior high teachers in meeting the varying, individual needs of students in reading and math who were brought together as a result of desegregation. One reading and one mathematics tutor served each of the five junior highs affected by the plan. A reading tutor was also employed for one non-public junior high school. Each tutor served approximately 60 identified students, most of whom scored below the 31st percentile on a standardized test. The tutors also served a few students who scored above the 85th percentile. The tutors' lessons reinforced the diagnostic prescriptive reading or mathematics instruction provided by the regular classroom teacher.

The second junior high school component was designed to achieve two objectives:

- to assist students with problems arising from their being displaced from their neighborhood environment; and

- to enhance communication between home and school and among students.

Two community liaison aides were assigned to each of the five junior high schools affected by the plan. The main duties of the aides were to serve as a liaison

between home and school regarding student attendance problems, health and conduct; to supervise on-campus areas where student contact took place; and to serve as bus monitors on a rotating basis or as needed for special problem areas.

The fifth component of the Basic project was designed to provide an effective system of communicating information to the communities affected by the desegregation plan. A bilingual communications assistant was assigned to the district's public information system. The assistant aided in the development of an on-going system to communicate about the programs and activities in the paired elementary schools and junior high schools to parents. Also, the component provided funds for a telephone "hotline" which offered parents an opportunity to find answers to their questions.

The Special Project

The Special project ($58,500) was targeted at the senior high schools. The project had two components: counseling and community liaison aides. The counseling component was designed to facilitate the social adjustment among students from varied multi-cultural, social, and racial/ethnic backgrounds who had been brought together as a result of the desegregation order. One counselor was assigned to each of the two senior high schools which had existing career centers. The ESAA counselors worked with counselors regularly assigned to the centers to provide career education for tenth and eleventh graders. Activities of the counselors also included helping students understand and accept the differences among people.

The second component of the Special project provided two community liaison aides for each of the three senior high schools listed in the court order. The purposes and activities of this component were similar to those of the community liaison component in the Basic project. In addition, the aides provided assistance with attendance and behavior problems arising from student reassignment.

Other Federal Programs

During the 1977-78 school year, Ash received funds from Title I, ESEA and Title VII, ESEA. The Title I program ($2.07 million) served 3,700 students and was focused on improving basic skills. The Title VII program ($110,000) served 185 Hispanic students.

Further Observations

Respondents in Ash criticized certain aspects of ESAA regulations. They felt that the regulations should take into account the problems that arise when schools are paired as a part of a desegregation plan. In Ash, the pairing of schools led to a redistribution of low income students. As a result, schools which had previously received services from Title I were no longer eligible, although a significant percentage of low income students were enrolled in the schools.

Additionally, there was a general feeling that the regulations concerning student advisory committees should be modified, and a district-wide student advisory committee be established.

FOOTNOTE

1 The Basic project was the primary focus of this site report.

BEECH

Introduction

Beech is a northern urban school system with a school enrollment that is near 90 percent minority. In FY 77, Beech received Basic ($273,000) and Pilot[1] ($112,000) grants for projects that were focused on improving achievement, increasing student motivation to learn, and improving students' attitudes towards school. To accomplish these objectives, the Pilot grant provided career awareness at one high school and math remediation at the other high school. The Basic grant provided similar, but expanded services at the four middle schools and one elementary school. The major addition to the Basic grant was a home visitor program. Beech also received two NPO grants. Beech had received two previous Basic grants and three previous Pilot grants (see Figure 1).

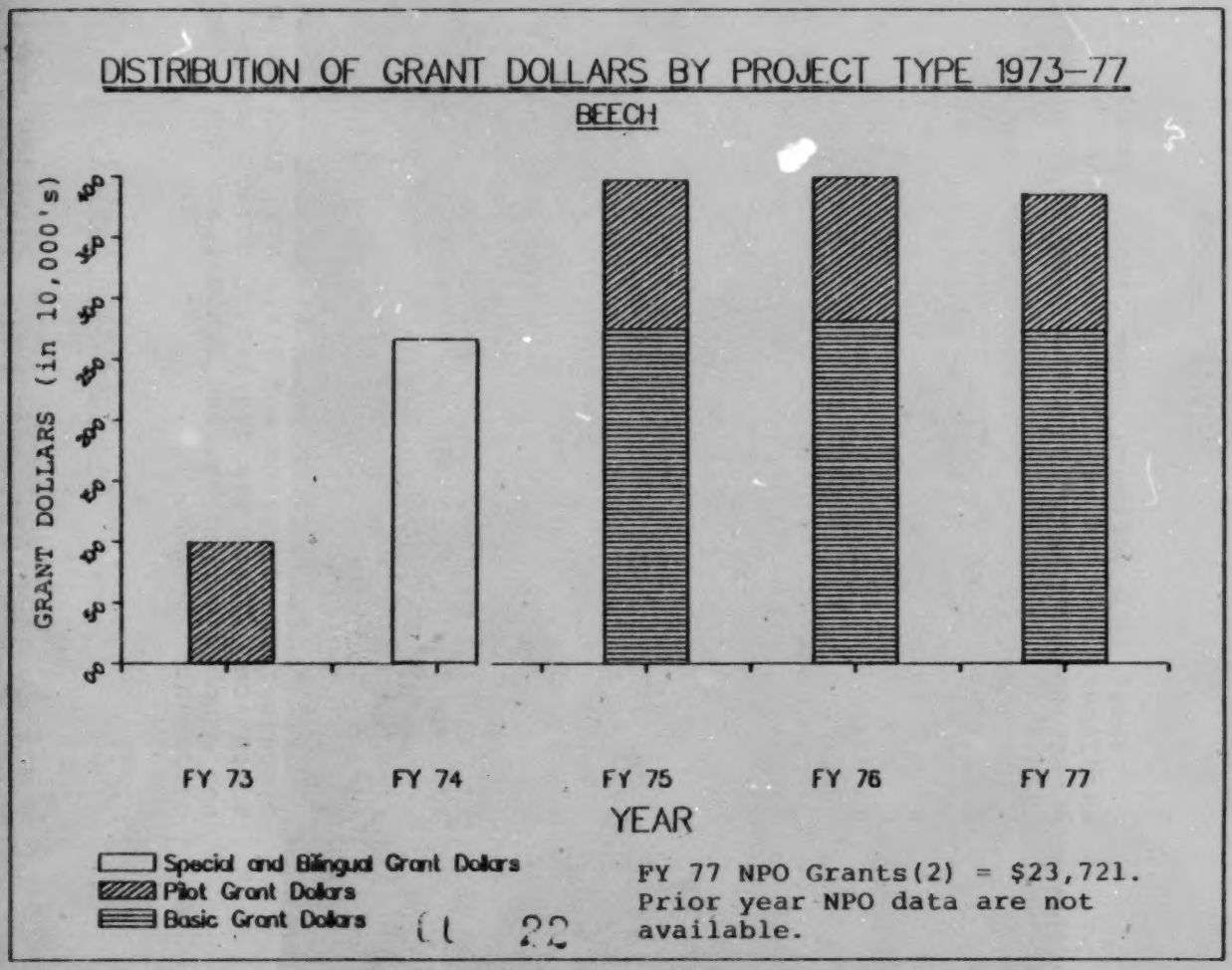
At the time of this case study, Beech was operating under a 1961 court-ordered desegregation plan which did little to eliminate the isolation of the large number of minority students in the district. However, the district was momentarily expecting a new court order that would combine its school system with those of the districts in the surrounding county. Both the urban district and the surrounding districts were tense in expectation of the implementation of an unpopular plan. ESAA respondents repeatedly mentioned the need for help in planning for acceptance of the new plan, which, they felt, would not be accepted by non-minority or minority parents.

Beech also received funds from Title I, ESEA for compensatory education and Title VII, ESEA for bilingual education. There was overlap in objectives, activities and schools served between Title I and the remedial components of ESAA.

Desegregation History

Until 1954, the Beech school district operated a dual school system. In response to Brown, the district implemented a freedom of choice desegregation plan. In 1961, the district came under a court order to institute a

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
BEECH
GRANT DOLLARS (in 10,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grants(2) = $23,721.
Prior year NPO data are not available.

desegregation plan that would eliminate racial isolation in its schools. A number of plans were implemented including open enrollment transfer programs, school closing, and re-alignment of attendance zones, but the increasing percentage of minority enrollment meant that most minority children have attended schools that have been predominantly minority.

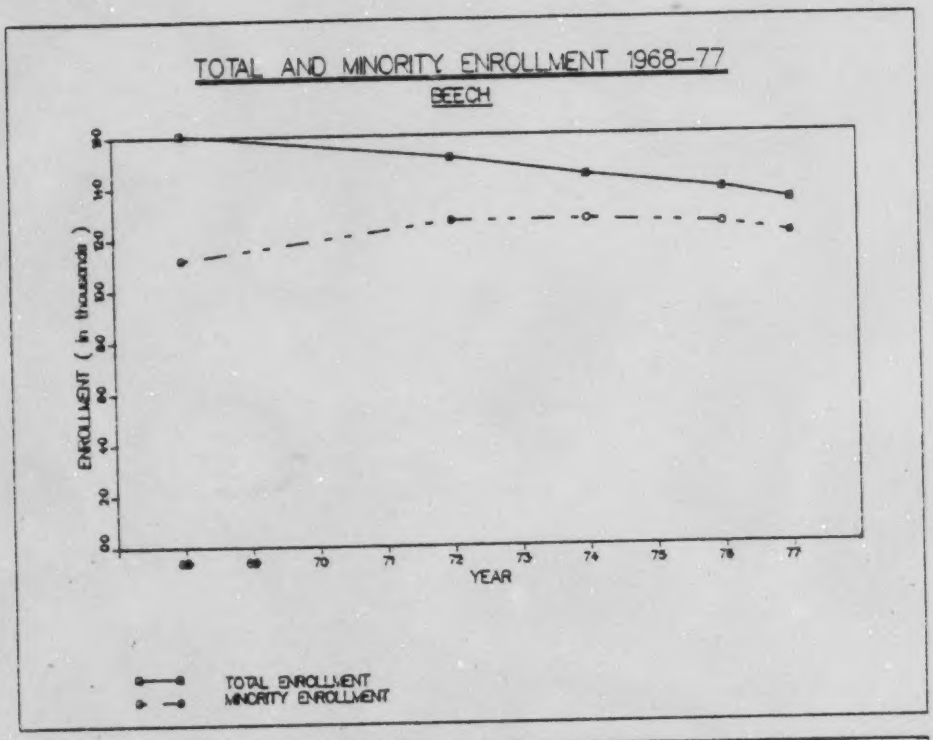
At the time of this case study, Beech was awaiting a court order that would combine its schools with other systems in the county. It is this metropolitan plan which was the focus of attention in the district. The plan was expected to require the transportation of large numbers of students across school district lines. Each school's enrollment was to be determined by clustering particular urban and suburban elementary schools so that each school in the cluster would have approximately the same racial characteristics.

Figure 2 shows that total enrollment in Beech has declined between 1968 and 1977. The minority enrollment increased in the same period. The minority isolation and racial imbalance indexes indicated that the small percentage of non-minority students attended schools that did not represent the over-all racial/ethnic enrollment of the district. Most minority children attended schools that were over fifty percent minority.

In 1974, minority students comprised 88 percent of the total enrollment. (See Figure 3). In 1970, about 32 percent of the children aged 6-17 in Beech were from families with incomes below the Census defined poverty level. In Beech, nearly half of the non-minority children attended private schools in 1970.

Expenditure data showed that Beech had a relatively high teacher salary (the district average was 29 percent greater than the state average) and a relatively high per pupil expenditure (the district average was 35 percent greater than the state average). The district's ratio of pupils per teacher was at the state average. Federal revenues composed 19 percent of the district's total revenues.

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
BEECH
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

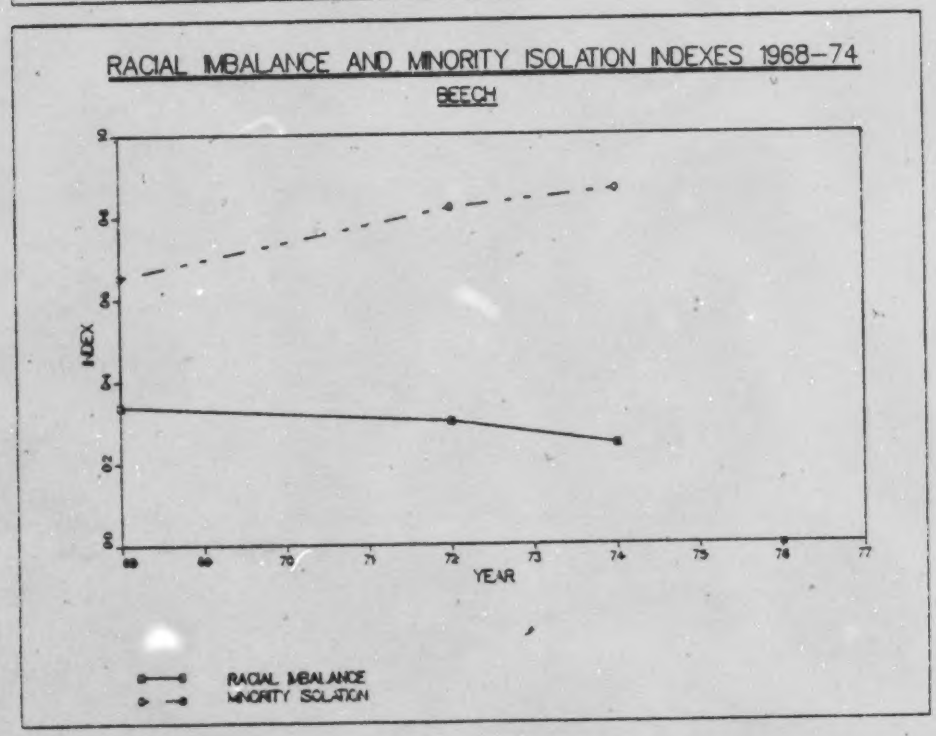
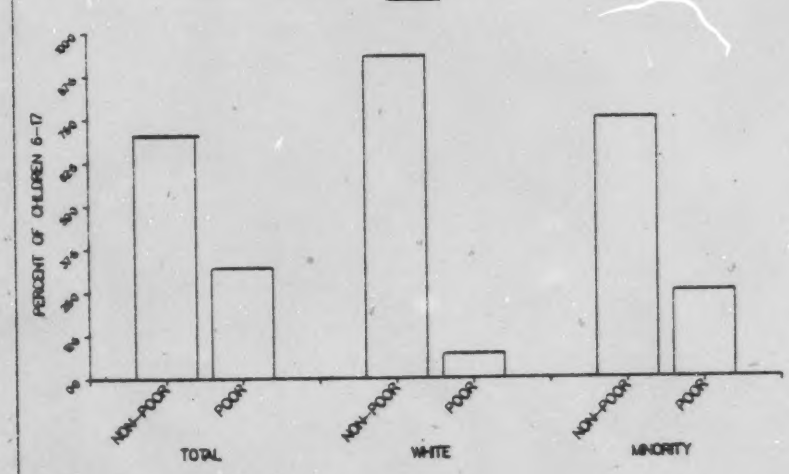

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–74
BEECH
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

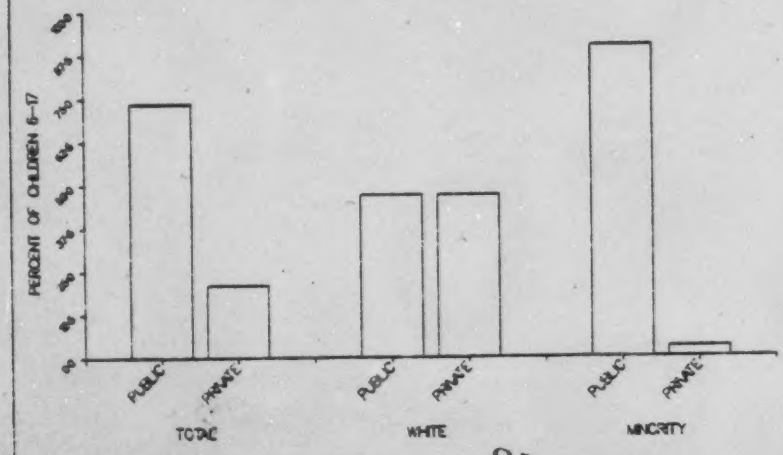
FIGURE 3

PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974
BEECH

CHILDREN 6–17 BY POVERTY STATUS AND RACE
BEECH



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
BEECH



Needs

There has been substantial opposition to the new desegregation plan. Both the State Board of Education and suburban school districts have been in continuous opposition to the metropolitan concept. Both minority and non-minority parents have expressed concern about the potential for violence in the community and fear for the safety of their children who will attend schools long distances from home. Minority school personnel and community representatives were particularly concerned that minority students would lose the community-based health and education services now provided to them by the urban school system. These respondents also expressed concern that the minority students might have difficulty, emotionally and academically, adjusting to new schools.

Respondents also felt that teachers in both the urban and suburban school systems would need substantial in-service training in human relations to be able to meet the needs of students of varied racial backgrounds. In fact, human relations training was listed as a current problem in the urban system that would be intensified after the implementation of the new plan. Respondents felt that the high student absentee rate in Beech was one result of the staff's lack of understanding and concern for children of different backgrounds. Similarly, respondents also believed that students would need interpersonal and intercultural training so they would have an understanding of the differences of others.

Respondents in the ESAA project also expressed the need for funds to plan for implementation of the new desegregation plan. The funds would be used for information dissemination services and workshops for parents, community and school personnel to alleviate the fears, suspicion, and lack of information about desegregation.

The Pilot Project

The Pilot project was aimed at increasing students' motivation and improving achievement by offering two components: a career awareness component designed to show students the relationship between school and jobs and a math remediation component.

The career awareness component was implemented as an elective course to all students at one of the two high schools in Beech. The approach used for the course work was experienced-based career education. Students were introduced to various occupations in a classroom setting and then were given the opportunity to work in their area of interest. Within the classroom, students were shown the opportunities available in the military and the private sector and the procedures necessary to secure jobs.

The component served 125 students. Students spent at least 45 minutes per week in the classroom, called the career lab, and the remainder of their time in a job that was arranged by the two ESAA-supported job counselors.

The remediation component concentrated on improving the math skills of 150 students in grades 9 and 10 who were a minimum of 1.5 years below grade level as measured by their performance on the Stanford Diagnostic Math test. The students received instruction in a resource center each day for 30 minutes. The resource center was equipped by ESAA with two computer-based curriculum packages.

Three other components proposed in the Pilot application aimed at increasing motivation were not funded: summer workshops for teachers in counseling techniques and individualized instructional methods, counselors to hold parent-student sessions to increase school attendance, and monthly workshops for parents and community representatives to increase parental involvement and home-based teaching skills.

The Basic Project

The Basic project was also aimed at improving achievement and increasing students' motivation as well as improving students' attitudes towards school. The Basic project sought to improve student achievement by using a computer-based package curriculum in the basic skills. As in the Pilot, to increase student motivation a career awareness program was established to show students the relationship between school and "the world of work." To create better attitudes toward school, the project provided home visitor paraprofessionals. The Basic project served 75 seventh graders at each of the four middle schools in the district and 75 two to fourth graders at one elementary school.

The remediation component provided services similar to those offered in the Pilot. However, the Basic project offered help in reading and language arts as well as mathematics. As in the Pilot, students selected for the remediation component had scored at least 1.5 years below grade level on a standardized test administered the previous year. The students attended class in a resource center daily for 45 minutes. There was one resource center in the elementary school and two reading and two math centers in each of the middle schools.

In addition to skill development, resource center staff worked on improving the self-awareness of the students. Parent workshops, designed to increase parental involvement and teaching skills to increase support for education, were also offered by the center staff.

The career awareness component provided a multi-media career center at the four middle schools. Sixty students at each school were introduced to different occupations and shown the educational and skill requirements for each. Students attended class twice a week for forty minutes. ESAA provided two counselors who divided their time among the four schools.

Students were eligible for participation in the career awareness component if they were served by the remediation component of ESAA. Students who participated were those who were recommended as being most able to benefit from the project.

The Basic project also provided home visitor paraprofessionals who worked with 50 students in each of the four middle schools, parents and school staff to increase attendance and improve students' attitudes toward school.

Beech's initial request for a Basic grant in FY 77 had also requested funds for several components that were not funded. These components were human relations training for staff with emphasis on multi-cultural awareness, enrichment programs in drama, art and photography to improve self and ethnic awareness for students, recreational experiences to increase inter-racial contact for students outside of their school environment, and summer programs for students, parents, and teachers to provide continuity for project participants over the

summer and facilitate implementation of school year programs. ESAA project staff did not understand why these components had not been funded and were unaware that ESAA could provide support for community-based projects for which they felt a special need existed in Beech.

The NPO

ESAA also funded two NPOs in Beech. One of the NPO grants ($22,700) was awarded to a community-based agency that sought to introduce all facets of the arts to the community. The project funded by ESAA provided inter-cultural awareness activities by bringing together fifth and sixth graders from urban and suburban areas. Students volunteered for the program and met at centers in each other's neighborhoods. Program content involved understanding of ethnic holidays and traditions.

Other Federal Programs

Beech received funds from Title I, ESEA and Title VII, ESEA. The Title I program was similar to the ESAA remedial components. Most of the Title I funds were focused at the elementary level, but some middle schools did receive teachers supported by Title I funds. In instances where a school was served by Title I and ESAA, the decision as to who received remedial services from which funding source was made at the building level.

Beech received Title VII, ESEA funding ($185,000) which provided at least one bilingual (Spanish) classroom for each elementary grade level. The grant provided bilingual services to 349 students, who were selected for participation in the program based on their performance in the classroom and on standardized tests for language dominance.

FOOTNOTE

1 The Pilot project is the focus of this site report.

BIRCH

Introduction

Birch is a small, rural, Southern community with a 48 percent minority school enrollment. In FY 77, the district received a Basic ESAA grant ($60,800) for remedial math services for 300 sixth to ninth grade students, over a quarter of the district's enrollment.

Respondents did not perceive ESAA to be related to desegregation, which was court ordered in 1968. The grant, Birch's second (see Figure 1), was perceived by district staff to address a major need for basic educational programs in a school system in which 70 percent of the students are 2 years or more below grade level and in which achievement test scores are significantly lower for minority than non-minority students. The ESAA project complemented the Title I, ESEA program, which provided individualized reading instruction to first through fifth graders.

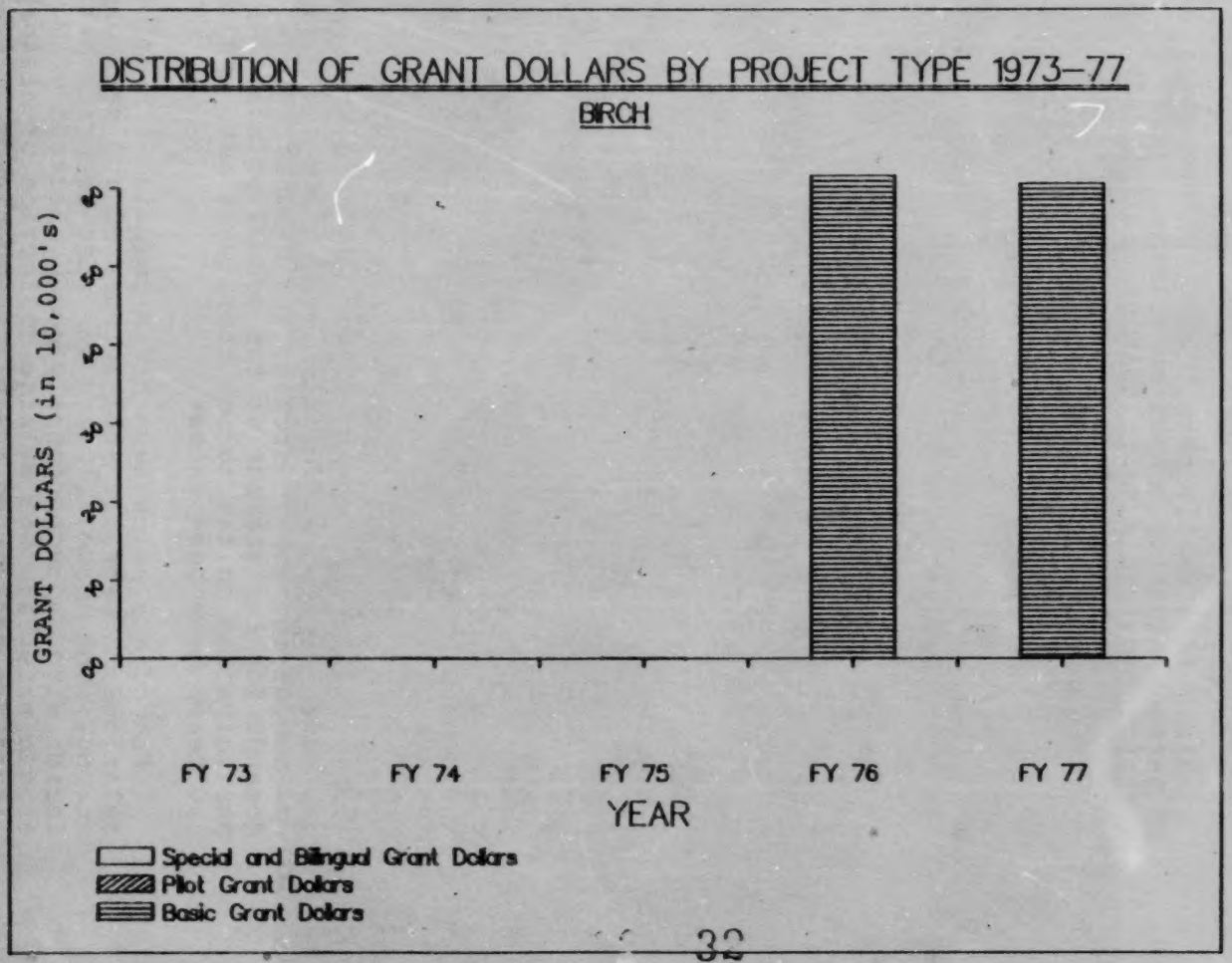
Desegregation History

The desegregation plan in effect in Birch stemmed from a 1968 U.S. District Court order abolishing the district's dual school system. Attendance zones were altered and the district's boundaries were enlarged to include parts of the county. The previous all black schools were closed, and a single school complex established for grades kindergarten though 12.

The years immediately following the court order were marked by tension and conflict, as evidenced by fights in the school and town, marches, and demonstrations. Black demands for replacement of the school principal and black participation on the school board were met, and the last few years have been calmer.

School athletics have had a positive effect on race relations. Teams are well integrated and participation is strong. The school library has also been a positive factor with an exceptionally good selection of multi-ethnic materials and a large collection of history and literature reflecting the black experience.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973-77
BIRCH
GRANT DOLLARS (in 10,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars

Social isolation is still apparent within school facilities, however, and respondents felt that many teachers have low expectations for their students and do not expect desegregation to work. Enrollment has not changed significantly since implementation of the plan. Since 1968, total and minority enrollments have remained relatively stable (see Figure 2). According to respondents, significant numbers of white students have transferred to private schools in other communities over the past few years, but documentation is unavailable.

Birch has a limited school budget. Expenditure data show that the average teacher salary is relatively low (the district average is 12 percent less than the state average) and that the ratio of teachers to pupils is relatively high (the district average is 13 percent greater than the state average).

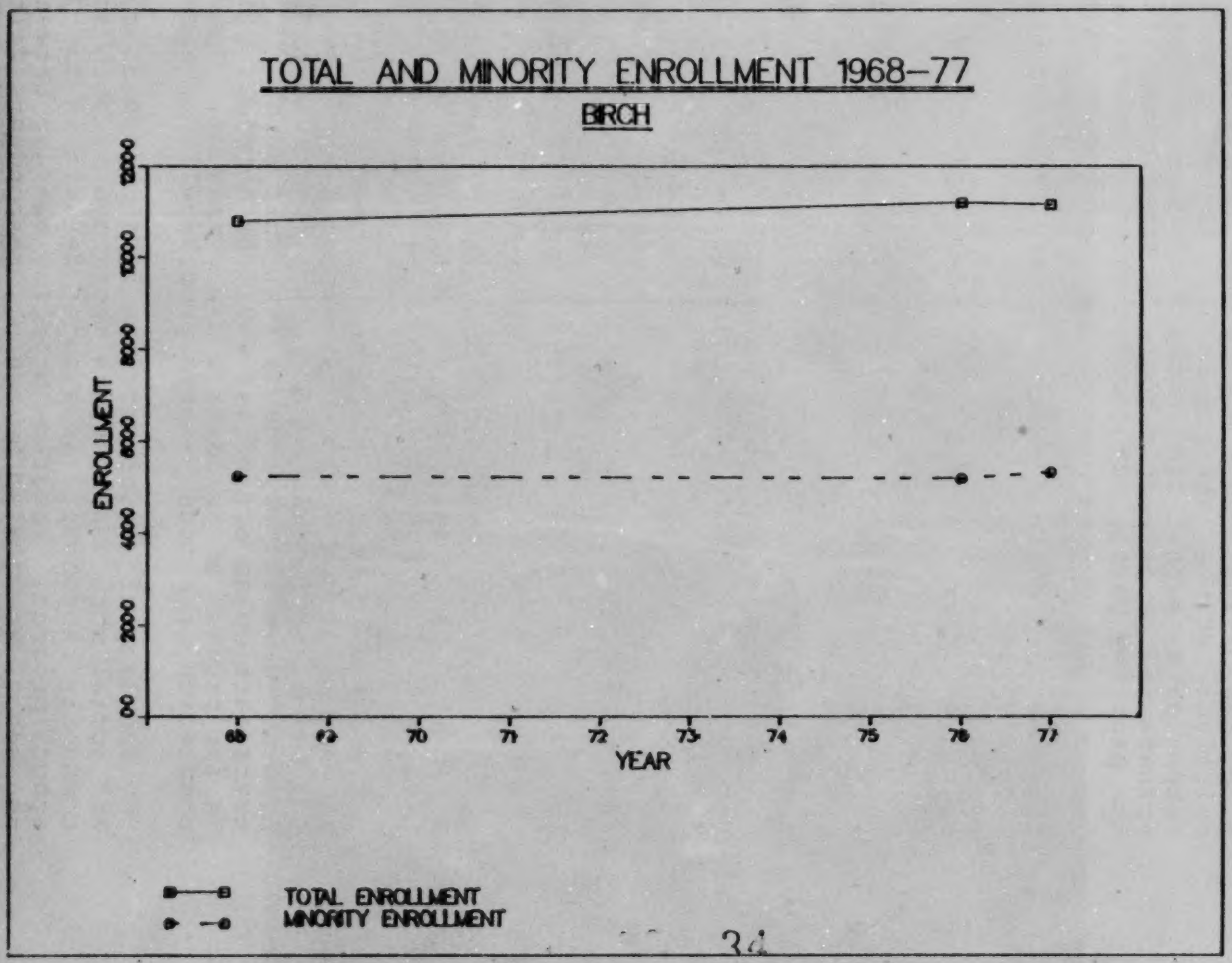
Needs

Most respondents stressed that Birch has many needs. Birch students place below the 50th percentile relative to state norms, near the 25th percentile relative to national norms, with minority students scoring significantly lower than non-minority students. Absenteeism and drop-out rates are high. School administrators believed that the improvement in race relations in the last year or two has resulted in a decreased minority drop-out rate, but it remains high for both non-minority and minority students.

Respondents reported that Birch children in general do not have a clear reference to life styles and role models outside of their own community. Many have never been to the major urban area that is just 60 miles away. They do not see the relevance of education to the lives they see themselves living in the next decades. As a result most respondents felt that some sort of motivational program is needed. Several respondents felt that more extra-curricular activities would be helpful. (Birch is in the process of building a new gymnasium. Upon its completion, the local sports program will be expanded.)

The lack of social services in the form of counseling and social work services was mentioned by both school and community respondents as a major deficit in the present school program. Programs bridging the gap between home and school would also be useful, respondents felt.

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
BIRCH
ENROLLMENT
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

The quality of the teaching staff was identified by a number of respondents as a major problem. In-service staff training in human relations and teaching skills was seen as necessary.

Teachers were cited as a major source of difficulty in the desegregation process. Respondents indicated that teachers do not expect desegregation to be successful and that their human relations skills are limited. One respondent stated that teachers have low expectations for the children, are afraid of "creating a stir" by making legitimate demands on students, and do not enforce academic standards.

In addition, Birch has difficulty attracting or keeping experienced teachers due to low teacher salaries. One district administrator stated: "We serve as a training ground for the inexperienced. When they really get good, they leave us for better pay." This problem is exacerbated by the year by year ESAA funding, the uncertainty of which makes continuity in the project almost impossible.

The Basic Project

Birch received an ESAA Basic grant of $60,800, nearly its full request, to provide compensatory services for sixth through ninth graders who were significantly below grade level in mathematics. Birch's ESAA proposal stated that the primary objective of the project was to reduce the current disparities between minority and non-minority achievement levels. Thus the district had chosen to address just one of its myriad of identified needs. However, respondents also anticipated that increased academic success would result in reductions in the district's absenteeism and drop-out rates.

Approximately 300 children participated in the project; 175 were minority students. All participants were in the public system; private schools were not served by ESAA funds in Birch. Grades six through nine were selected because it was believed that students would be far enough along in their studies to show the need for remedial help, and yet enough time would be left in their public school careers to make intervention meaningful.

Students selected for the project were those who tested 2 or more years below grade level in math. Race was not a factor in selection. The lowest scoring students were generally served first, but classroom teachers were allowed some discretion in selecting students for the ESAA classes.

The project consisted of remedial math classes which replaced regular classroom instruction in math for the ESAA students. Classes of 15 or 16 students met in a special classroom for an hour a day. Each student was tested for a mastery of concepts when he or she entered the project, after which an individualized course of study was prescribed. Students who progressed to a level appropriate to their grade may be returned to the regular classroom for instruction, however, to date this has not occurred.

The project was staffed by three teachers, three aides, and a half-time clerk.1 The project director also served as an ESAA teacher. With the exception of one aide, all staff was white. Teachers were recruited from area universities, and all have a specialization in mathematics. School administrators felt that the extremely low pay, $8,000 to $9,000 per year, limited the pool of applicants for teacher positions, to the detriment of the project.

Other Federal Programs

Birch's ESAA project complemented both its Title I ESEA and Title IV-C, ESEA programs; all three provided basic educational services. Birch used its Title I funds to provide compensatory, individualized reading instruction to first through fifth graders. Title IV-C was used to provide science enrichment in regular classrooms for seventh, eighth and ninth graders.

Observations

Birch has a low tax base; the school district's budget is therefore extremely limited. No respondent believed that the local school system alone could supply the basic educational service now provided by ESAA. Nor did respondents believe that additional identified needs (staff training, increased social services, etc.) could be addressed without substantially increased outside funding.

No respondent identified ESAA as a desegregation program, per se. All claimed ESAA funds were necessary to provide remediation for the 70 percent of the student body significantly below grade level. Thus if ESAA funding were increased, it would most probably be used for more basic educational programs.

FOOTNOTES

1 There was confusion among the respondents as to the number of positions actually funded by ESAA. Various respondents claimed two, three or four teachers, and some claimed there were four aides. This situation may have occurred because the ESAA project was not totally separate in the minds of the staff from other similar activities in the school district.

BUCKEYE

Introduction

Buckeye, an urban western district with about 14,000 pupils, was first cited by the Office for Civil Rights (OCR) in 1970 as having "a racially identifiable school." The district adopted a "voluntary" plan in that year. In 1975, OCR found evidence that the school had become re-segregated. OCR prodding motivated Buckeye to close the school in that year. The plan affects 7 of the 25 schools and 19 percent of the enrollment.

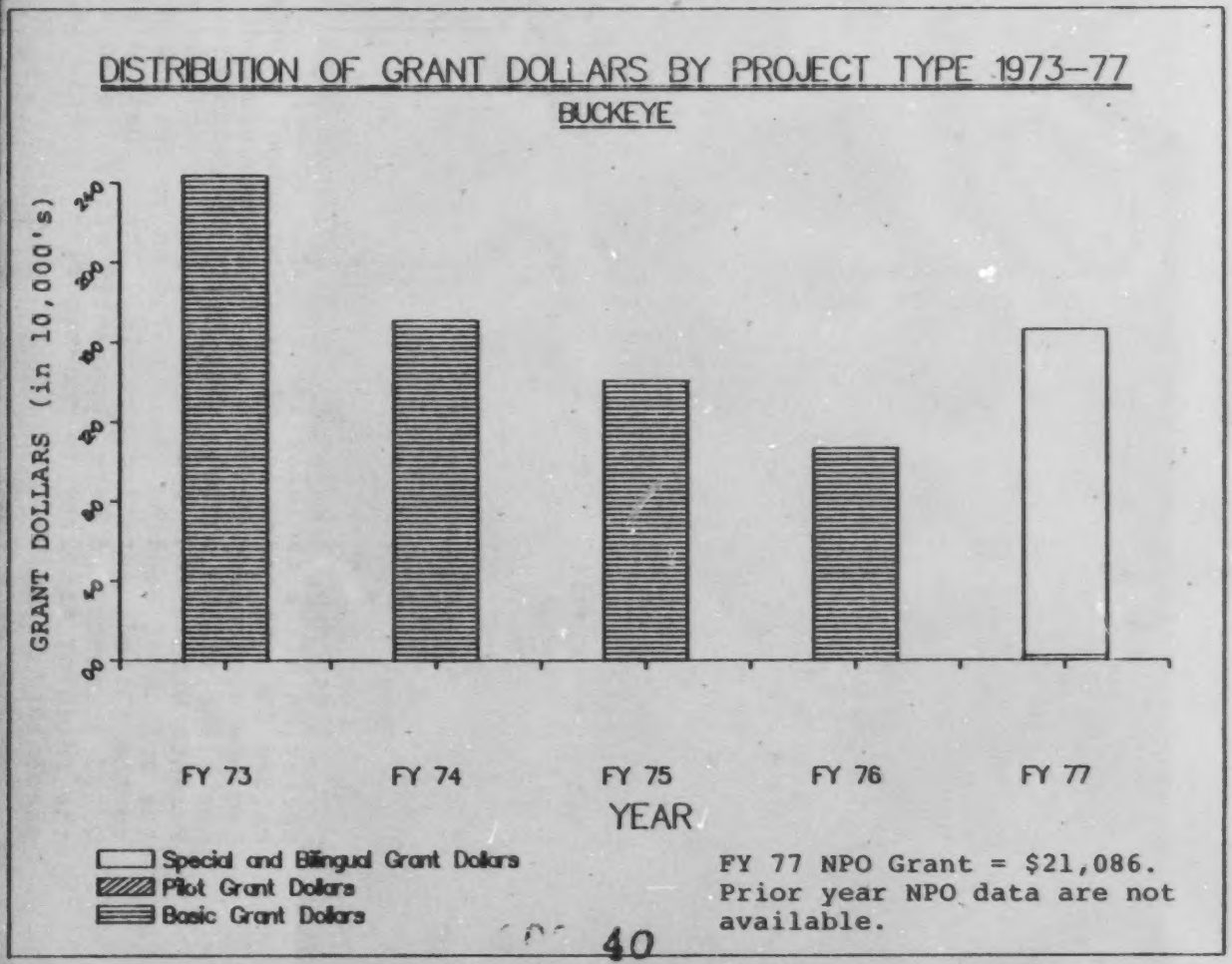
In FY 77 the Buckeye school district received for the fifth year an ESAA Basic grant ($164,000). (See Figure 1). In addition, Buckeye received an NPO grant of $21,000. Both ESAA grants were perceived as directed toward reducing the isolation and alienation of minority students, predominantly Hispanics, who constitute 18 percent of the school population. The NPO project,[1] run by an Hispanic community organization, sought to improve students' academic achievement through tutoring and counseling. The Basic grant[2] also provided basic skills instruction to elementary school students functioning below grade level. Title I, ESEA similarly addressed these objectives, but also served high school students.

Desegregation History

In 1970, the school district devised a plan entitled "A Voluntary Plan to Reduce Minority Group Isolation and its Effects" in response to OCR's inquires into the operation of "a racially identifiable school." The plan called for the redrawing of existing school boundaries. Two new elementary schools were also constructed. (It was not clear if the schools were built in response to OCR). Parents within four blocks of the new schools were given the option of sending their children to the new schools or to the already existing schools. These changes affected 2,200 students and were apparently effective in altering the ratio of minority to non-minority students in four elementary schools.

During the 1971-72 school year, Buckeye modified the curriculum in the high schools to include Black and

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973-77
BUCKEYE
GRANT DOLLARS (in 10,000's)
0
50
100
150
200
250
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grant = $21,086.
Prior year NPO data are not available.

Hispanic cultural material in order to increase all pupils' sensitivity to minority concerns. Concomittant with the revised curriculum was the initiation of in-service training workshops for all teachers, administrators, and all staff in inner city schools. The in-service training had as its objective the development of "positive attitudes toward cultural and racial differences."

In 1973, the boundaries between two junior high schools were changed to achieve racial and ethnic balance. A curriculum and instruction advisor was hired to serve as a liaison between schools and the minority community.

The district moved the following year to develop remedial reading and math classes which were designed to remedy academic deficiencies resulting from minority group isolation. The district began to pursue a policy of hiring bilingual-bicultural teachers in an effort to bridge the cultural and language barriers between teachers and students.

In the meantime, the "racially identifiable school" noted by OCR continued to be a problem. Enrollment at the school was declining as the school continued to be racially imbalanced. OCR required the district to submit an acceptable plan which would eliminate the racial imbalance by July 1, 1975.

The 1975 plan, accepted by OCR, required the closing of the "racially identifiable" elementary school. The economic feasibility of continuing the school had also been in question. Under the plan, students who attended the school were reassigned to neighboring schools. The schools to which these students were reassigned were supplied with bilingual-bicultural staff and other essential facilities, made possible with ESAA funding.

Community representatives, teachers and district school personnel indicated that no major problems occurred as a result of closing the school. However, both white and minority parents were initially concerned about their children having to be transferred to three other elementary schools. At meetings and discussions held prior to the actual closing of the school, some parents voiced strong opposition. According to respondents, once the decison was made and implemented, it was widely accepted.

Buckeye's plan affects only seven of the 25 schools and 19 percent of the total enrollment, according to data submitted in the district's ESAA application.

The total enrollment declined from 1968 to 1976. (See Figure 2.) Minority enrollment remained constant, however. In Buckeye, which has a minority enrollment of less than 20 percent, the fact that there was any minority isolation between 1968 and 1972 means that there were schools with over 50 percent minority enrollment, implying that prior to 1972 the schools were racially imbalanced. The district's latest plan, however, was in 1975.

In 1972, white enrollment was eighty-four percent of pupil membership. The largest minority membership was Hispanic. (See Figure 3.) Twelve and a half percent of the children aged 6-17 were from families below the Census defined poverty level in 1970. A larger percentage of these children were white. In 1970, few children in Buckeye attended private schools.

Expenditure data showed that the district had a relatively high teacher salary (the district average was 15 percent greater than the state average) and a relatively low ratio of pupils per teacher (the district average was 12 percent less than the state average). Also, Buckeye has a relatively high average per pupil expenditure (the district average was 14 percent greater than the state average).

The Non-Profit ESAA Project

The NPO project ($21,000), run by an Hispanic community organization, had two main components: counseling and tutoring. The overall project goal was to reduce the number of minority students who dropped out of school as the result of feelings of isolation and alienation in the school environment. The NPO decided to seek funding from ESAA several years ago to augment the counseling and tutoring programs of the Buckeye schools. The NPO served 120 students in two of the three junior high schools.

The students were referred by their teachers to the NPO counselors, who included both professionals and

FIGURE 2

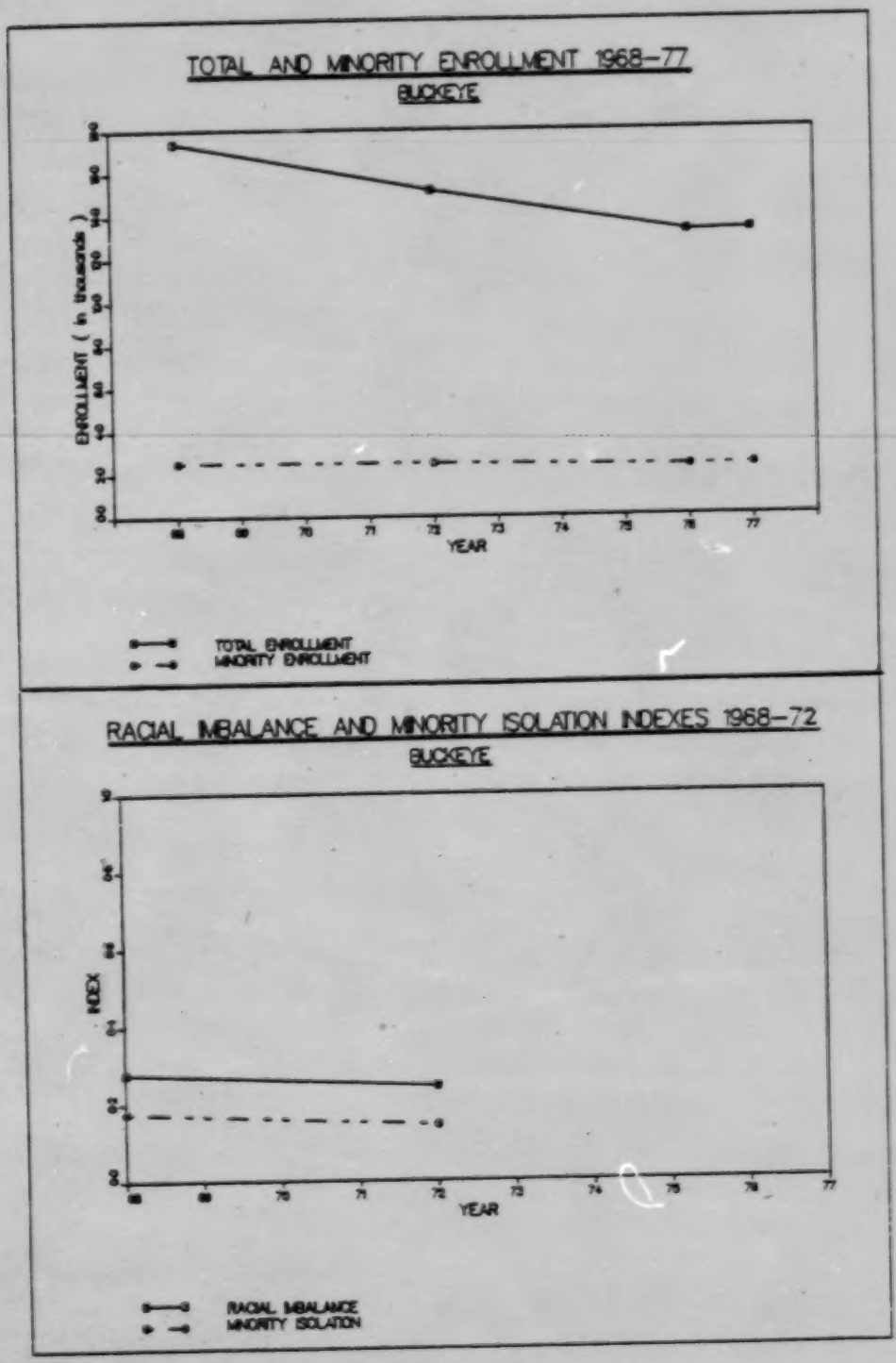
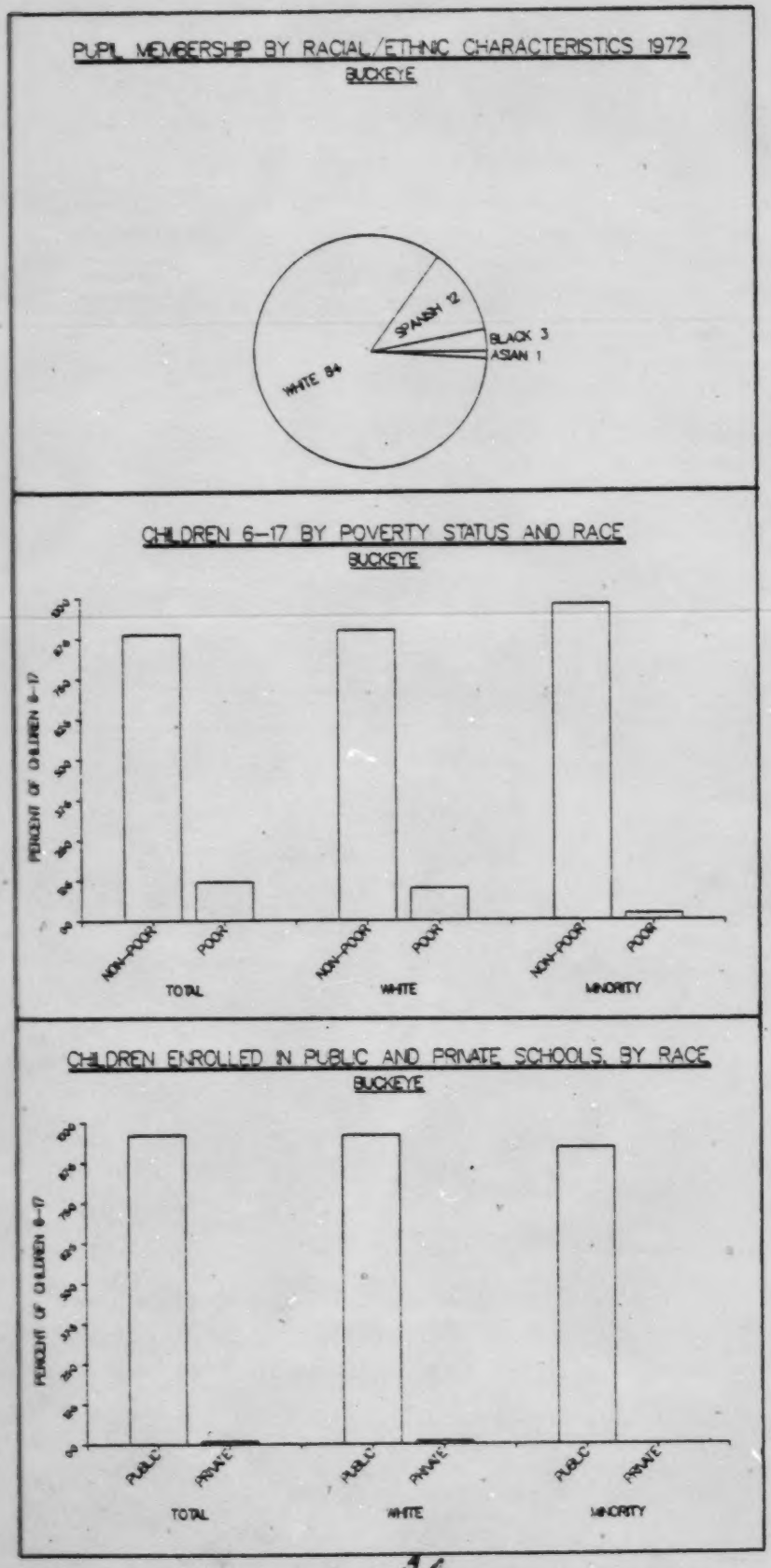

TOTAL AND MINORITY ENROLLMENT 1968-77
BUCKEYE
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT
RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968-72
BUCKEYE
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

FIGURE 3


PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1972
BUCKEYE
SPANISH 12
BLACK 3
ASIAN 1
WHITE 84
CHILDREN 6-17 BY POVERTY STATUS AND RACE
BUCKEYE
PERCENT OF CHILDREN 6-17
NON-POOR
POOR
TOTAL
WHITE
MINORITY
CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
BUCKEYE
PERCENT OF CHILDREN 6-17
PUBLIC
PRIVATE
TOTAL
WHITE
MINORITY

paraprofessionals. The students were referred because of disruptive behavior or absenteeism. Because of the tendency for teachers to use the project as a "dumping ground" for discipline problems, referrals were restricted to those students who displayed "extraordinary disruptive behavior." Respondents emphasized that although most students seen by the counselors happened to be Spanish-speaking, the three counselors also worked with Anglo or other groups of students.

A counselor saw approximately 20 to 30 students per week and four to five students per day. However, much of the counselor's time was spent outside of the school in home visits, which were seen as an essential aspect of the job. The home visits were made in an effort to encourage the parents of frequently absent students to recognize the importance of regular school attendance. One counselor lamented that Anglo parents were not very receptive, especially in view of the counselor's minority background. If economic or other problems were a factor in preventing the child from attending or achieving in school, the NPO tried to intervene to solve the specific problem.

Within the school setting, a special room was set aside for both counseling and tutoring. Students spent approximately 45 minutes with a counselor, who met individually with each referred student. At times there were as many as five students in the room; however, each student who was not meeting with a counselor spent his time completing class assignments. The counselors appeared to be trouble shooters and trusted confidants of the students. Students were given school credit for time spent with the counselor.

In addition to counseling help, tutoring assistance was offered to students who were experiencing problems in learning due to limited English. No specific criteria were used to select participating students, but tutors tried to help students catch up in their studies and remedy word knowledge deficiencies. Tutors were assigned individual students with whom to work and met for sessions lasting 45 minutes several times a week.

The NPO selected tutors from a nearby college and paid them partly through ESAA funds and partly through funds from the Comprehensive Employment and Training Act (CETA). The college students received academic credit for the tutoring; some community persons served as tutors for a small wage.

The Basic Project

The three objectives of the Basic ESAA project were: (1) to allow each child to function in the dominant language of the school while maintaining ties to the home language; (2) to teach concepts and material appropriate to the child's ability and grade level in his/her home language when necessary; and (3) to develop childrens' self-esteem by training teachers to be respectful and appreciative of the variety of ethnic backgrounds in their classrooms. The ESAA Basic grant provided reading and math services to about 60 elementary school students in each of six schools.

Children were selected to spend one period a day with the ESAA teacher or two periods if both reading and math assistance was needed. Six aides were hired to assist the teachers, and one counselor also served the children selected for the ESAA project. Selection was based on test scores and teacher referrals of children who were performing 1.2 or more years below grade level. Bicultural teachers were selected to serve as role models for the Spanish-speaking participants.

The same six schools have been served by the ESAA Basic grant for each of the five years it has been received.

The district originally requested $260,000 in its Basic application and received $164,000. The $96,000 cut caused Buckeye to reduce the number of teachers and aides from eight each to six each. The requested expenditure per participant would have been equivalent to one-half the average per pupil expenditure.

Other Federal Programs

The Title I program overlapped the ESAA project considerably in objectives and activities. Title I funds served 1,000 Buckeye students in grades K-10 in seven schools by providing basic skill development in reading and math. While the schools receiving Title I were selected on the basis of economic need, the children within the schools were selected on the basis of test scores. Students scoring two years below grade level were chosen to participate in the Title I program. Each child in the

program spent 45 minutes a day with the Title I specialist and a bilingual aide receiving individualized remedial help.

Three of the six schools served by ESAA were also served by Title I. In these schools, Title I selected the students who tested the lowest and ESAA selected those testing above the Title I levels but below grade level.

Observations

Buckeye's ESAA funding supported both basic skill development and the social needs of a large Hispanic school population. The Basic grant could be subsumed under Title I but school administrators are glad to have the extra help in meeting the needs of large numbers of underachieving students.

FOOTNOTES

1 The NPO grant is the primary focus of this case study.

2 Buckeye applied for a Basic grant, but their application was transferred to, and funded under, the Special grant category for districts implementing non-required plans.

BUTTERNUT

Introduction

Butternut is a southern urban area with an enrollment of 20,000 pupils, of whom 55 percent are minority children. The district is currently implementing a series of court orders which desegregated the schools by various methods including redrawing of attendance zones, grade reorganization, and school pairing.

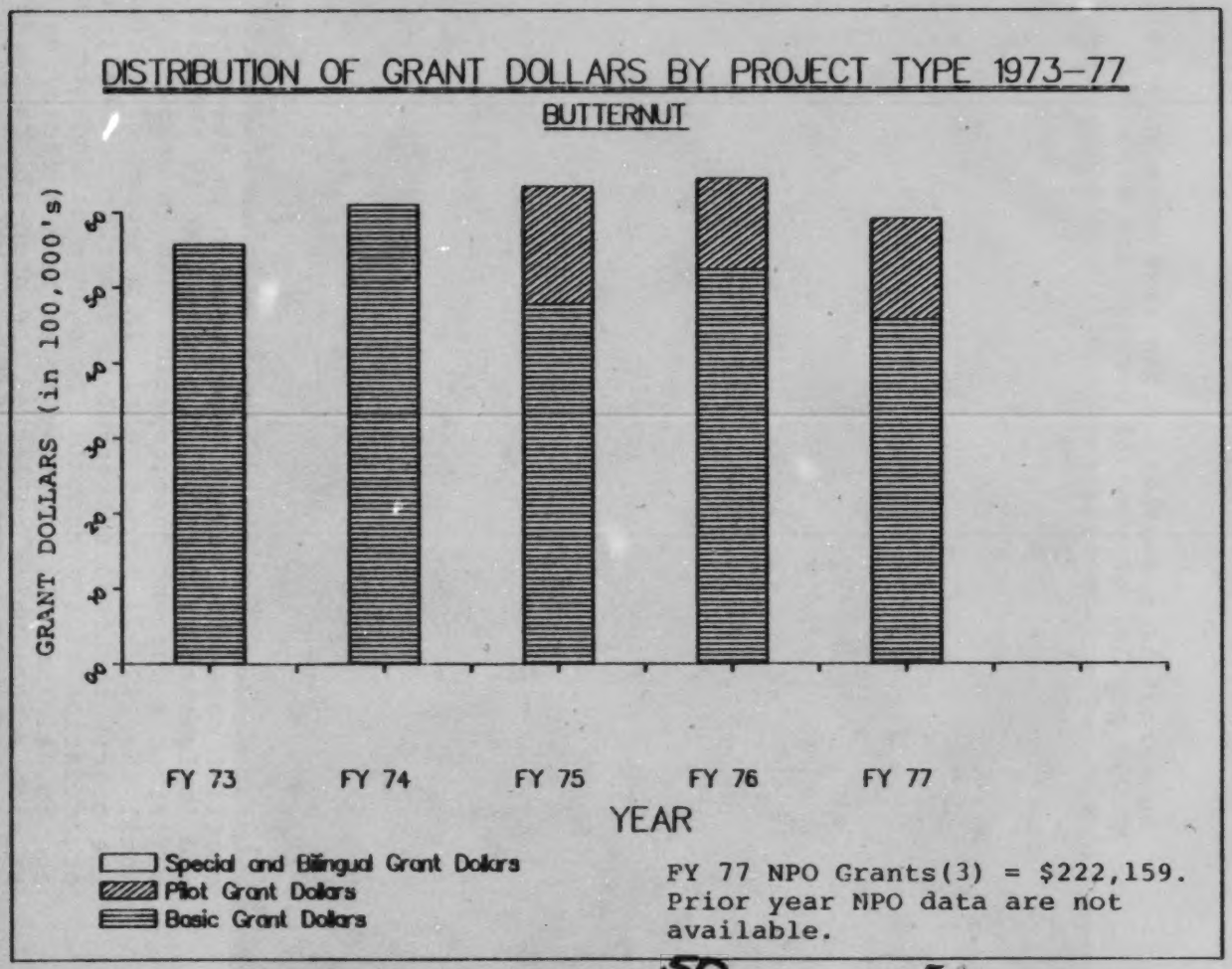
Butternut received a Pilot[1] ($135,000) and a Basic ($456,000) grant in FY 77. The Pilot grant was designed to raise student achievement and prevent, rather than remediate, interpersonal problems of students in elementary and middle schools. The Basic grant was focused on raising the reading and math achievement of low achieving students in grades 6-12. The Basic grant also provided a staff development component which served to strengthen the interpersonal skills of teachers. Butternut had received Basic grant funds since FY 73 and Pilot grants since FY 75 when the district first met the qualifications for Pilot grants. (See Figure 1). Butternut also received three NPO grants. One grant ($185,000) provided activities in one middle school for students and teachers designed to reduce racial prejudice.

All middle, junior and senior high schools eligible for Title I, ESEA were also served by ESAA. The compensatory components funded by these grants overlapped considerably in their objectives and activities.

Desegregation History

Butternut, like many southern districts, experienced conflict regarding school desegregation in the late 1950's and implemented a freedom of choice plan in the 1960's. Butternut's current desegregation plan in stages from 1971 until the 1973-74 school year. In a series of decisions, the courts required Butternut to restructure the grade organization of its schools, to change attendance zones, and to pair schools in order to achieve a racial balance at each school which reflected the over-all racial/ethnic enrollment of the school district.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
BUTTERNUT
GRANT DOLLARS (in 100,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grants(3) = $222,159.
Prior year NPO data are not available.

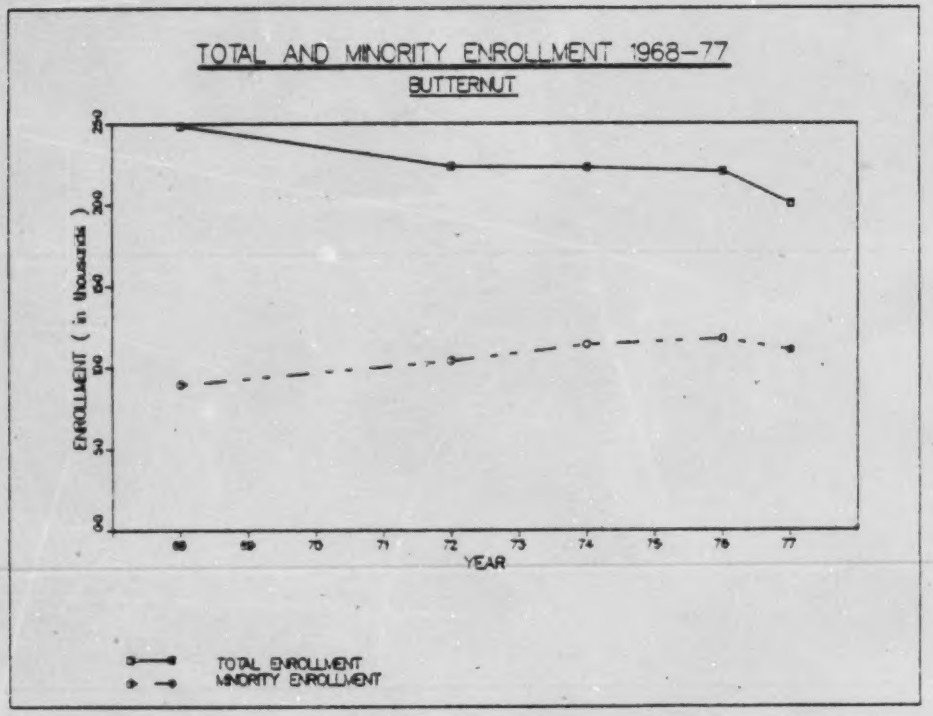
Different desegregation processes were used at each grade level. Students were assigned to three high schools in the district (grades 10-12) according to redrawn attendance zones. Junior and middle schools with enrollments in racial balance with the racial/ethnic composition of the district as a whole were not required to make any changes. However, two junior and two middle schools with racially imbalanced enrollments were paired; half the students in the paired schools were bused to achieve racial balance. Seventeen elementary schools were considered to have enrollments out of proportion with the total racial/ethnic enrollment of the district. To achieve racial balance at the elementary level, the schools were reorganized into primary (grades 1-3) and intermediate (grades 4-5) levels. Primary students from the north side were bused to 12 schools located in the south side of the city. Students in grades four and five in the south side were bused to 10 intermediate schools on the north side.

Total enrollment in Butternut declined between 1968 and 1977. Minority enrollment increased between 1968 and 1976, then decreased slightly between 1976 and 1977. (See Figure 2.) The steep decrease in the minority isolation and racial imbalance indexes between 1968 and 1974 reflects the implementation of the court ordered desegregation plan in 1971. By 1974 most students in Butternut attended schools that reflected the over-all racial/ethnic composition of the district.

In 1974, minority students composed 51 percent of the total enrollment. In 1970, about 23 percent of the children aged 6-17 in Butternut were from families with incomes below the Census defined poverty level. (See Figure 3.) Approximately 10 percent of the total school population in Butternut was enrolled in private schools in 1970. Twelve percent of the white students attended private schools.

Expenditure data showed that the district had a relatively low ratio of pupils per teacher (the district average was 11 percent less than the state average) and a relatively high per pupil expenditure (the district average was 20 percent greater than the state average). Federal revenues comprised 10 percent of the district's total revenues.

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
BUTTERNUT
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

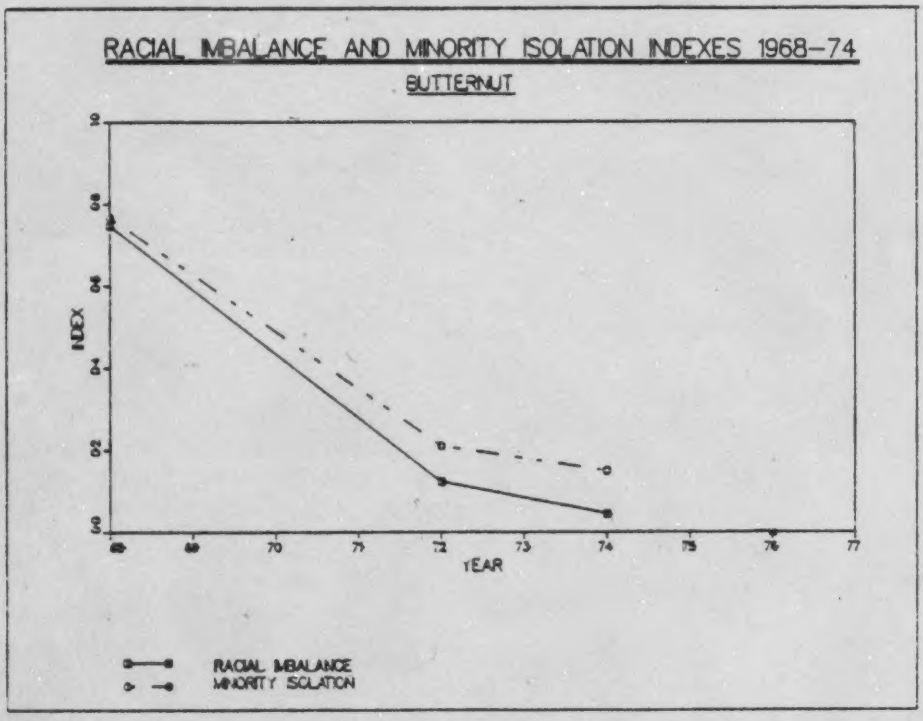
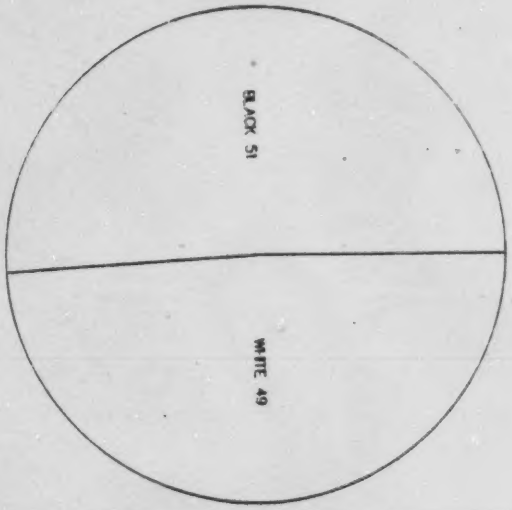
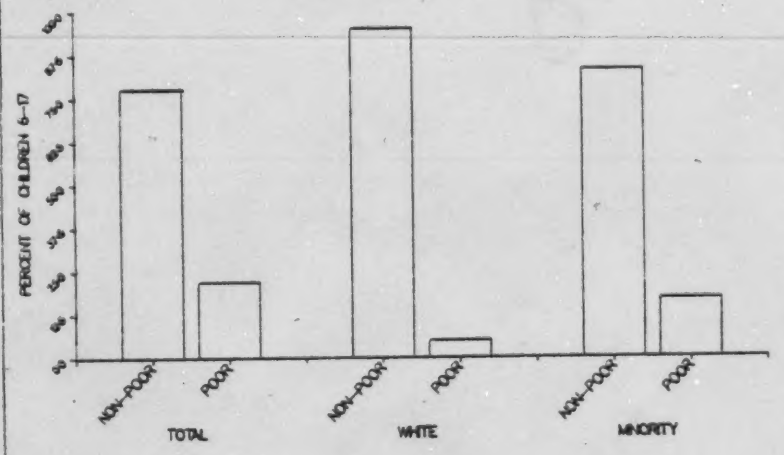

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–74
BUTTERNUT
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

FIGURE 3

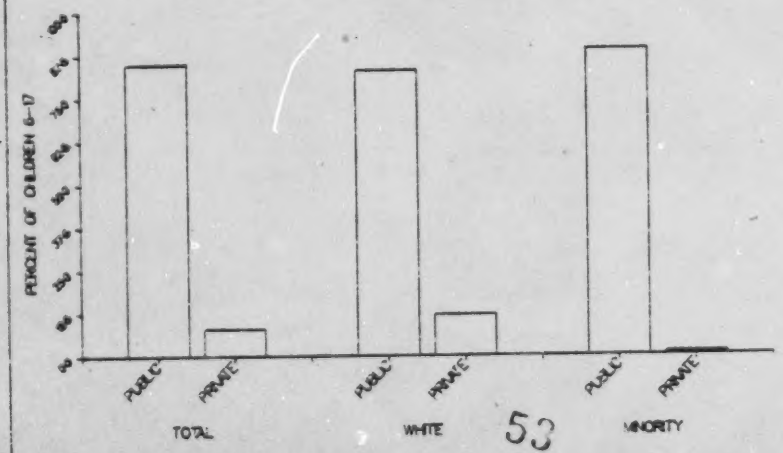
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974
BUTTERNUT



CHILDREN 6–17 BY POVERTY STATUS AND RACE
BUTTERNUT



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
BUTTERNUT



Needs

The responses to questions about desegregation related needs varied according to the respondent's relationship to the current ESAA projects. Personnel familiar with the projects cited needs in terms of ESAA components which were no longer funded, such as a component which provided funds for activities of the ESAA student advisory committee or a community involvement component. Many respondents mentioned that the opportunity school, which had been used as an alternative assignment for students who might otherwise be expelled or suspended, should be refunded.

Resondents who were not as familiar with the ESAA projects discussed more general needs, such as parent involvement and further teacher training to eliminate teachers' frustrations in working with students who had unfamiliar learning styles. One district official felt that the district needed funds to provide mechanisms by which community members could be kept informed about desegregation processes. Such public forums could also provide an opportunity for community members to say what they thought without resorting to violence. This official also felt that the district needed to provide stability for students who, as a result of the school reorganization plan, might have changed schools three times in 3 years. Another need was the provision of transportation to parents who might wish to participate in school activities or who might need to bring home a sick child.

A respondent not connected with the school system observed that many of the problems that arose as the result of desegregation had not yet been addressed. This respondent noted the increasing proportion of minority students in Butternut and expressed the feeling that activities and programs to promote community trust in the schools were necessary. The respondent also observed that the isolation of minority students which occurred as the result of ability grouping was creating a substantial problem which could be eliminated with teacher training programs.

The Pilot Project

The Pilot project in Butternut had two components. The first component, individualized instructional

activities, was designed to increase student achievement and to help teachers develop individualized instructional materials. The second component, human relations, was designed to bring together students of different races and ethnic groups in order to prevent, rather than remediate, interpersonal problems. Butternut officials expected that the outcome of the human relations activities would be a decline in the over-all suspension and expulsion rates.

The individualized instructional component was designed to help middle school students cope with reading and math instructional materials at their assigned grade levels to prevent academic frustration, loss of motivation and disruptive behavior. Two middle schools with minority enrollments of over 50 percent participated in the Pilot project. Students in the basic track who scored 2 years below grade level on standardized tests were served directly.

Each target middle school had a team of one instructional resource specialist and one instructional resource associate. A third resource associate worked at both schools offering support services to the teams. The team members worked with teachers to develop new instructional strategies in math and reading. The associates aided teachers in implementing the teaching program designed for each child.

The human relations component was aimed at providing teachers with the resources to help students to develop an awareness of themselves and of others, to appreciate individual differences, and to aid in interpersonal problem solving. The project participants were elementary school teachers who volunteered for the project and implemented it in their classrooms.

The human relations activities were drawn from the developmental theories of Jean Piaget and Lawrence Kohlberg. A teachers manual was developed which presented hypothetical situations involving questions of individual and group values. Teachers led their classes in discussions of intentionality, reasons why people think and feel in a particular way, what motives and thoughts are behind the behavior, and how someone should respond if he/she is treated in an unfriendly or unwanted manner.

Two human relations specialists (certified elementary school teachers who had received special training and had experience in implementing human relations activities) were assigned to four schools each semester. The

specialists held a series of 15 workshops in human relations skills to help teachers and other building staff implement lesson plans in the manual. For the remainder of their time the human relations specialists performed classroom demonstrations and served as resources for classroom teachers.

In addition to introducing classroom teachers to the human relations curriculum, the specialists also offered review workshops to teachers who had previously participated in the project. The human relations component was first implemented as an ESAA project during the 1975-76 school year. By the end of June, 1978, all schools in Butternut will have participated in the project.

The Basic Project

The FY 77 Basic project was funded to provide support for three components: individualized reading, individualized math, and staff development.

The individualized reading and math components were aimed at raising student achievement, reducing the number of minority students testing below grade level, and reducing the drop-out and expulsion rates. The reading component served all three middle schools, all four junior highs, and two of the three senior high schools. Students were chosen for participation in the component on the basis of standardized tests scores two years below grade level and on teacher recommendation. The definition of who received services was made by administrators and teachers at the school level.

ESAA provided funds for reading labs established at each school included in the reading component. The middle schools had two labs. The junior and senior highs had one each. A certified reading specialist was assigned to each lab. Each ESAA teacher was assigned five, 55 minute classes per day, 5 days per week. Each class had between 15 and 20 students.

At the middle school visited, the two ESAA reading teachers worked with basic classes, classes of students testing 2 to 2 1/2 years below grade level on district-wide standardized tests. Not all basic classes were served by ESAA. The decision as to which classes were served was largely dependent on teaching schedules. For the ESAA reading period the class was divided into

three groups of students who shared similar instructional levels. The small group then received instruction from either the classroom or the ESAA teacher.

The math component served all middle, junior and senior high schools. For the math component, math labs were established at each of the middle and junior high school sites. Each lab was provided an ESAA supported paraprofessional math aide. Each high school was assigned one aide, with an additional aide assigned to one high school with a large enrollment. The high school aides assisted teachers and tutored students enrolled in tenth grade general and consumer math classes. At the middle and junior high school level, the math labs provided support to teachers by allowing whole classes to use the lab at specified times. In addition, individual students could be sent to the lab to use prescribed materials under the supervision of the aide.

The staff development component was also designed to reduce the drop-out and suspension rates. Another goal of this component was to strengthen the interpersonal skills of teachers who indicated a need for improvement on the Minnesota Teacher Attitude Inventory.

The component was designed to serve 400 teachers from all schools in Butternut. Teachers volunteered for staff development or were identified or referred by administrators or supervisors.

Teachers could participate in any one of five staff development patterns. One pattern involved a 45 hour course (15 sessions) in which the voluntary participants could elect to receive 2 hours of in-service credit which applied to salary increments or a $10 stipend per session.

A second pattern was developed for teachers who had special difficulties or who were unable to attend the 45 hour course. These teachers were organized into teams of one to six members with similar needs and problems. The length of time the team met depended on the specific needs of team members and on the specialist in staff training who met and counseled them. A third pattern provided either a one-day or a series of workshops upon the request of a supervisor, principal, or group of teachers. The fourth pattern allowed former participants in staff development to participate in a two session "follow-up" to identify continuing needs and provide a refresher opportunity. In the fifth pattern, school

administrators could volunteer for a course similar to that described in the first pattern. This course was jointly sponsored by ESAA Basic project staff and one ESAA funded NPO.

The content of the training sessions varied according to the needs of specific participants. The ESAA Basic grant supported two professional teachers and two paraprofessionals. One professional was a full-time master teacher with expertise in multi-level instructional materials and in promoting positive human relations in desegregated classrooms. The master teacher directed staff development activities. The other professional employee was a teacher who assisted in project activities by relieving participating teachers for individual sessions with the staff development specialist. The project supported a technician to video tape participating teachers in their classroom and arrange the tapes for use by the specialist and teachers.

The staff development component in the Basic project was first funded under a Title III, ESEA grant, was later funded by ESAP and has been continued by ESAA.

Butternut requested but did not receive funding for three components: language disability, a student-to-student program and community involvement. All three components had been funded previously by ESAA.

The language disability component would have provided diagnosis of speech and language problems for children in grades K-5, speech therapy for children with specific handicapping conditions, and language development activities for children with weak communication skills.

The student-to-student component requested funds to provide activities designed to improve relationships between minority and non-minority secondary students. Activities were to have included monthly district-wide meetings, planned individual school activities, and retreats for the ESAA required advisory committee of secondary students.

The application also requested funds for a public information coordinator. The component was designed to inform parents of changes that were occurring in Butternut. The component also would have provided an open forum twice a year for parents and school board members.

The NPOs

There were three NPOs funded in the greater Butternut area. One of the NPOs received a grant of $85,500 to reduce racial prejudice among students. The NPO selected one middle school in the district which was not eligible for Title I, ESEA and which had few other special programs. The school's entire student enrollment (1,200), parents and other faculty in the district were provided activities under the grant.

The NPO conducted student activities in each classroom seven times a year for 1 hour. The content was based on concepts of ethnic stereotypes, value clarification, attitudes and feelings. To gain parent support for the project, parents were sent a newsletter published by the NPO eight times a year. Teachers also received 15 workshops for 3 hours each. Teachers received credit towards salary increases by their participation in the program. The workshops' topics included discussions on the needs of a multi-ethnic student population and sensitivity to racial and cultural diversity. The component was to have included district administrators, but that part of the component was postponed when only a few administrators volunteered to participate.

Other Federal Programs

Butternut's Title I, ESEA project overlapped the ESAA grants in objectives, activities, and schools served. Title I provided remedial reading to 15 elementary schools, four middle and junior high schools, and one senior high school. The four junior high and middle schools and one senior high school were also served by the Basic or Pilot reading components. The decision as to which students were served by which program was made at the school level. At the middle school visited, the principal coordinated student placement in ESAA and Title I classes.

FOOTNOTE

1 The Pilot project was the primary focus of this site report.

CEDAR

Introduction

Cedar is an urban, midwestern school district with a 16 percent minority enrollment and a long history of high minority isolation in both the schools and the community. Although preceded by a number of years of racial tension and non-violent conflict, school desegregation took place peacefully during the mid-70's under a voluntary plan which involved school pairings and closings.

In FY 77, Cedar received its third ESAA Basic grant[1] ($110,000) to support multi-cultural curriculum development, in-service teacher training, and a multi-cultural arts enrichment program in three of the district's 27 elementary schools. Cedar was also served for the fifth year by an NPO grant ($35,000) designed to increase community involvement. (See Figure 1).

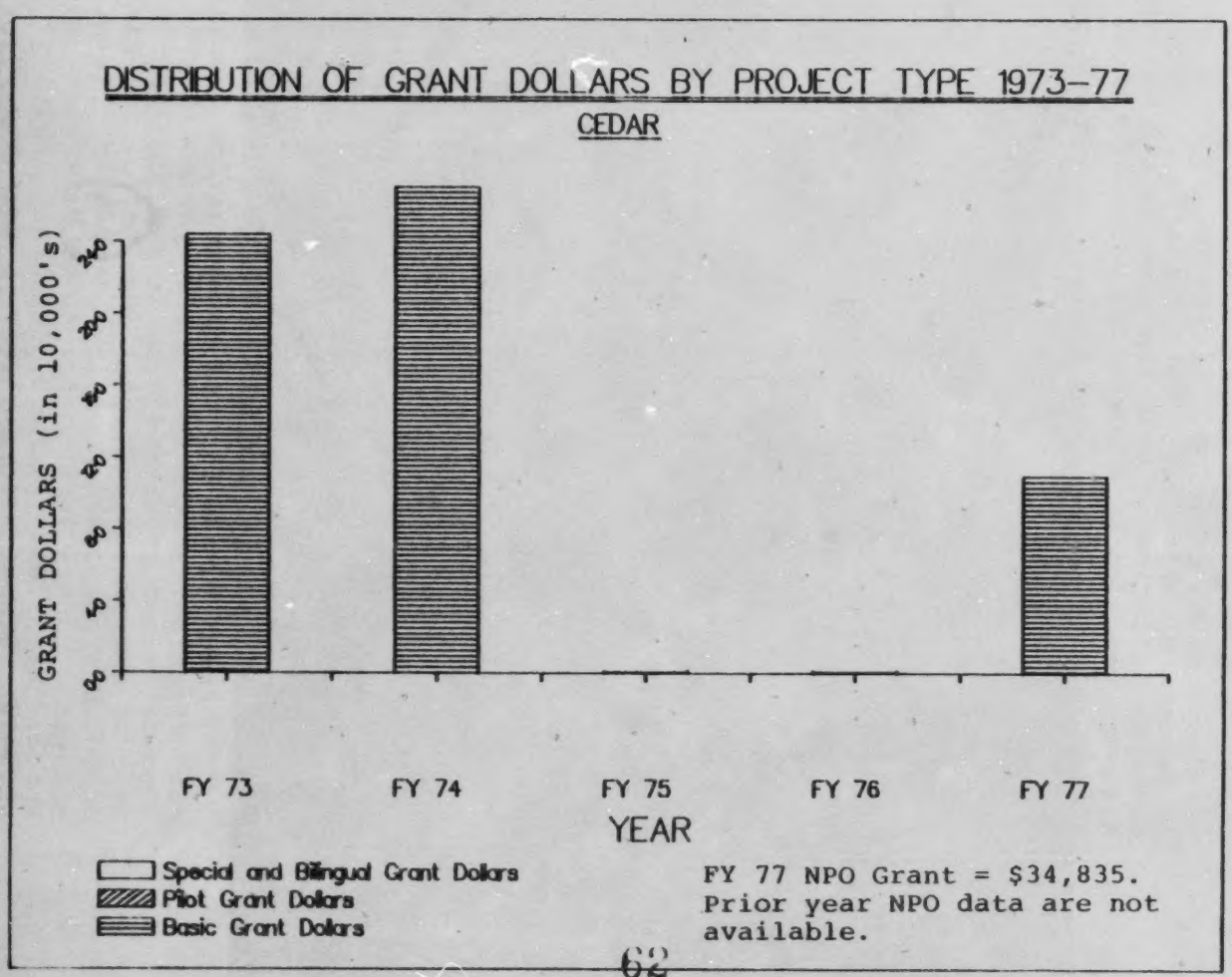
There was little overlap in ESAA and Title I funded projects in Cedar, since the two programs were perceived to have very different purposes. Respondents saw ESAA as specifically desegregation related, whereas Title I was aimed at compensatory education.

Desegregation History

Prior to 1968 fewer than a quarter of Cedar's schools had a minority student enrollment. Minority teachers constituted less than 1 percent of the faculty and almost all minority teachers were in predominantly minority schools. According to one observer, the city's severe housing segregation[2] and the pattern of school attendance boundaries were major contributors to this de facto segregation.

Movement toward limited desegregation was triggered by demonstrations staged by minority youths in 1967. (Demonstrators protested housing and job discrimination as well as school segregation.) The following year the school board adopted a policy of open enrollment which allowed students to transfer to schools with available space. By 1970 two magnet elementary school projects had begun.[3] Neither effort, however, resulted in significant desegregation at the elementary level. In

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
CEDAR
GRANT DOLLARS (in 10,000's)
0
50
100
150
200
250
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grant = $34,835.
Prior year NPO data are not available.

1972, construction of a new high school and realignment of attendance boundaries resulted in the desegregation of all three high schools, but no further efforts were made to desegregate at the elementary or junior high levels. A number of respondents reported that they felt that the intent of school officials was to move further only if pushed.

By 1972 pressures were mounting as the minority community voiced increasing dissatisfaction with the pace and scope of desegregation. Open enrollment was seen as placing the full burden of desegregation on minority students; widely used textbooks and teaching materials were identified as racist; increased hiring of minority staff was demanded. The school board was perceived as unresponsive to these concerns, and during the spring and summer of 1972, minority groups boycotted local stores, students boycotted classes, and a law suit was brought against the school system. (The suit was dropped when a voluntary plan was later adopted.) A local group of citizens brought a protest and request for assistance to the State Department of Education, which late in 1972 issued nondiscrimination guidelines that called for ending racial isolation in the state's public schools. Eight of Cedar's 36 schools were not in compliance with these guidelines, and the district was ordered by the state to submit a desegregation plan by mid-1973.

The plan developed by the superintendent of schools and adopted by the board in the spring of 1973 involved the closing of some schools and the pairing of others in and adjacent to the minority community. This plan involved 13 elementary schools in the city, and busing was minimal.

Despite considerable community opposition, the plan was narrowly approved and was implemented without incident in the 1973-74 school year. Respondents believed that support for desegregation from such key community organizations as the Chamber of Commerce, the League of Women Voters, the Catholic Archdiocese and major news media significantly aided acceptance of the plan. Implementation was also eased by the formation of several community advisory committees which included representatives from a broad range of local organizations. ESAA funds were used during the 1973-74 and 1974-75 school years to help implement the plan by providing support personnel, materials, and activities, including human relations training, in the 13 elementary schools affected by the plan.

Desegregation remained a controversial issue, however. In the 1973 school board elections the anti-plan forces gained a seat and became the majority. No effort was made to reverse the plan, but the board decided not to request ESAA funds for 1975-76 or 1976-77. The 1976 elections reversed the majority once again, and the school board decided to apply for ESAA funds for the 1977-78 school year. The FY 77 ESAA application cited the previous desegregation efforts as well as a new plan which would affect all six junior high schools and several elementary schools.

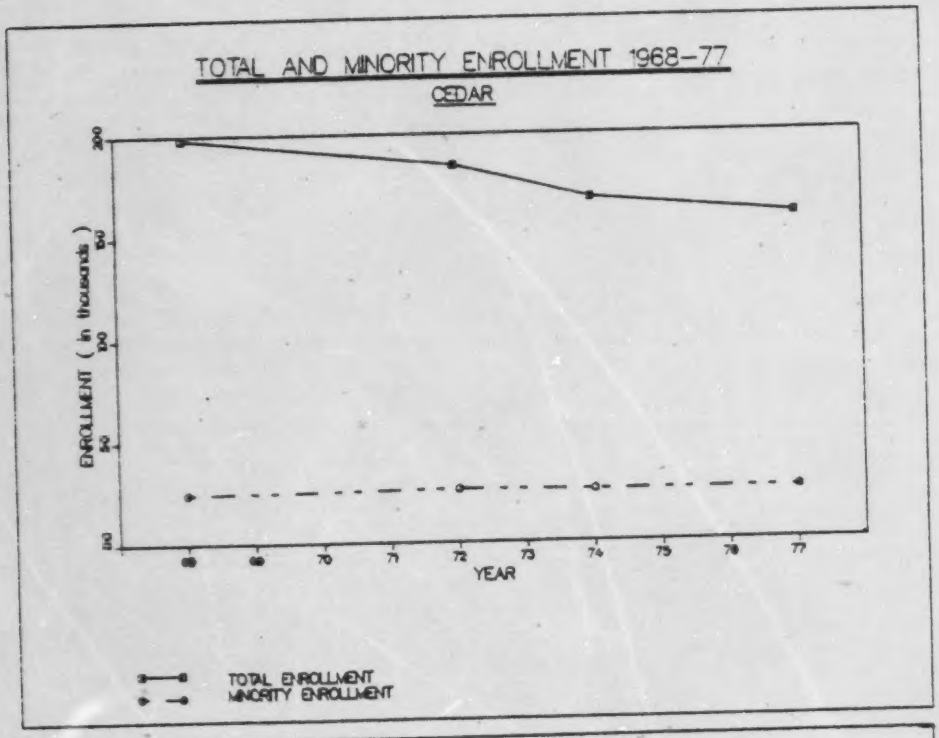
Despite the progress that has been made, desegregation is far from complete. According to the district's ESAA application, 25 of the district's 36 schools were affected by the various desegregation efforts in Cedar. In 1976-77, nine of these 25 schools had minority enrollments of over 35 percent; six of the 25 schools had minority enrollments of under 10 percent. The 11 schools not affected by the plan had a combined minority enrollment of 2 percent.

Total enrollment decreased in Cedar between 1968 and 1977 and minority enrollment increased slightly during the same period. (See Figure 2). Racial imbalance and minority isolation indexes decreased between 1968 and 1974, the years in which the district implemented its various desegregation efforts. By 1974, few minority students attended schools that had an enrollment of over 50 percent minority. There were, however, schools in the district in 1974 whose racial/ethnic composition did not reflect the composition of the district as a whole.

In 1974, whites comprised 85 percent of the total pupil membership. (See Figure 3.) In 1970, about 10 percent of the children aged 6-17 were from families with incomes below the Census defined poverty level. A slightly larger percentage of white children than minority children were from families with incomes below the poverty level. Twelve percent of the school-aged population was enrolled in private schools in 1970. Few minority children attended private schools.

Expenditure data showed that educational costs in Cedar were high. The district had a relatively high teacher salary (the district average was 13 percent greater than the state average) and a relatively high per pupil expenditure (the district average was 17 percent greater than the state average). The district also had a

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968-77
CEDAR
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

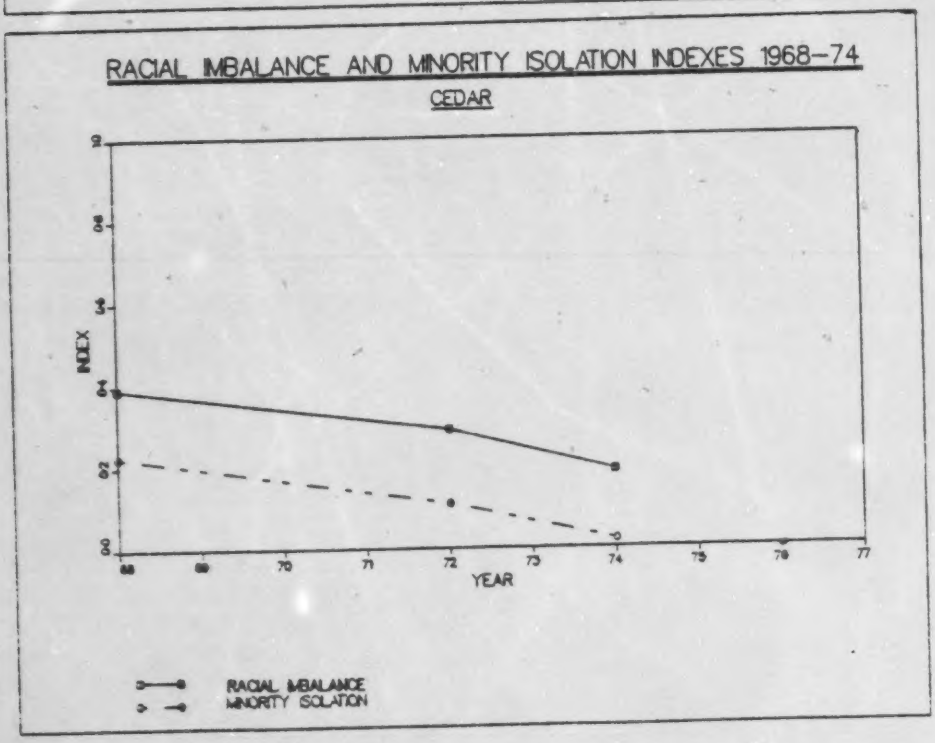
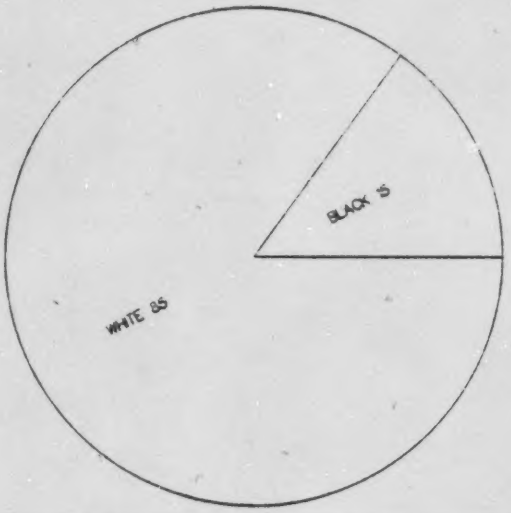
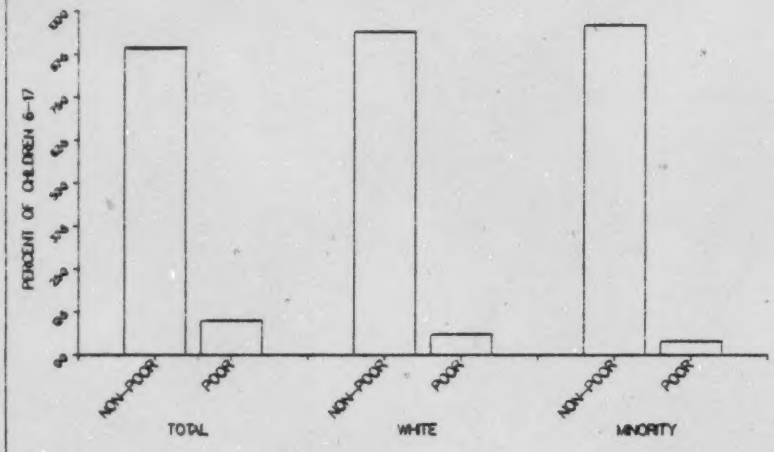

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968-74
CEDAR
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

FIGURE 3

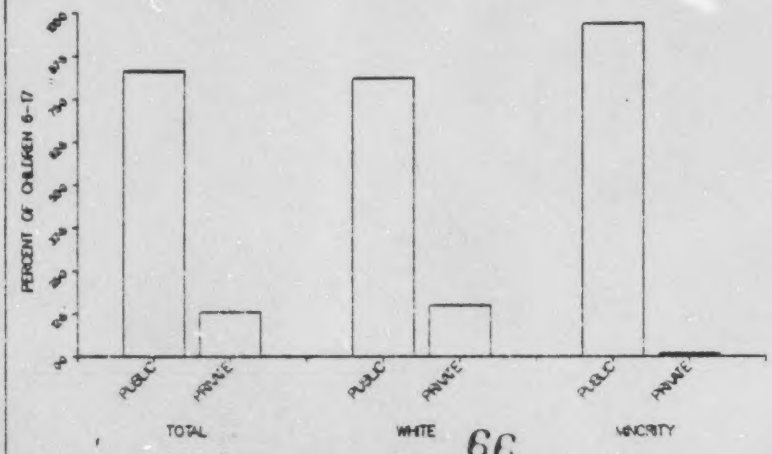
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974
CEDAR



CHILDREN 6-17 BY POVERTY STATUS AND RACE
CEDAR



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
CEDAR



relatively high ratio of teachers to pupils (the district average was 19 percent greater than the state average). Federal revenues comprised 5 percent of the district's total revenues.

Needs

The principal desegregation related need identified by respondents was in the area of human relations. There was general consensus that desegregation efforts were hampered by teachers who were unwilling or unable to interact effectively with minority students and who were perceived as having low expectations for those students. Moreover, many respondents felt that negative racial and sexual stereotypes abounded in printed materials used by the school district. Informal contacts between minority and non-minority children after school hours were seen as sharply limited by Cedar's continuing housing segregation.

The Basic Project

Cedar's ESAA proposal for FY 77 requested $600,000 for a variety of components aimed at improving human relations and multi-cultural understanding. The district received $110,000 to support two of the proposed components -- multi-cultural curriculum development and in-service training, and a multi-cultural arts enrichment program.

The curriculum development component was designed to provide Cedar with multi-cultural and non-sexist curricula in social studies and language arts. A major feature of this component was in-service teacher training emphasizing curriculum analysis, development and revision, multi-cultural awareness, and teaching methods and strategies. Teachers volunteered for these activities or were recommended by their principals.

The multi-cultural arts enrichment (cultural explorations) component was targeted at three desegregated elementary schools. This component used the arts to promote interaction among students of different races and cultures, to increase multi-cultural appreciation, and to enhance the self-esteem of minority students. A wide variety of activities, each generally geared for 50 to 60 students, were scheduled at the Cedar Recreation and Art Center and at other community facilities. Teachers in the

three target schools selected the activities in which they wanted their students to participate. Scheduled activities included crafts projects, gallery tours, music concerts, dance and drama programs, and artists-in-residency.

The NPO Project

For the past 5 years Cedar has been served by an NPO project designed to improve school-community relations and increase community involvement in the desegregated schools. For its first 3 years the project was operated by a consortium of 13 community organizations. For the past 2 years the project has been administered by the Human Rights Commission.

The project was targeted at 13 elementary schools included in the desegregation plan, two junior high schools, and one school serving just fourth and fifth graders. Parents and other persons in the community served as volunteer tutors for students identified by their teachers as having special needs. The project was conducted both during and after regular school hours, and included peer tutoring and home tutoring components. A newsletter was also published to further school-community information exchange.

The ESAA NPO grant was combined with CETA funds to support a director, administrative assistant and six parent coordinators.

Other Federal Programs

Cedar received a number of other Federal grants including Title I, ESEA, most of which were directed at compensatory education. Respondents felt that there was little overlap between these programs and ESAA, which was perceived as a desegregation related program.

Further Observations

Respondents generally believed that if ESAA funds were cut, the state would increase its support to allow continuation of the currently operating Basic project.

They noted that several components of Cedar's FY 77 proposal which were not funded by ESAA (i.e., a police liaison component, home-school workers, a black ombudsman, planning for the implementation of magnet school and middle schools) were subsequently supported by state funds. Respondents felt that if a larger ESAA grant were awarded to Cedar, priority should be given to the expansion of present components to include greater numbers of children.

Respondents perceived a number of problems in the operation of the ESAA program. In particular they noted that the timing of awards and the lack of multi-year funding hampered project implementation. They also suggested that monitoring of projects be improved and that NPOs be treated equitably with school districts.

FOOTNOTES

1 The Basic grant was the primary focus of this case study.

2 Virtually all minority citizens lived in a relatively small and geographically isolated section of the city.

3 One school was affiliated with a local university. The other, located in the heart of the minority community, received significant financial and administrative support from the school board and administration. The school has developed an innovative and highly regarded program that has enabled it to attract students from throughout the city.

CHESTNUT

Introduction

Chestnut is an urban district in the far west with a 20 percent minority enrollment that voluntarily and successfully began desegregating its schools in 1965-66 using magnet schools and an open enrollment policy. During FY 77, the district was served by an ESAA Basic project ($600,000) and two NPO projects.[1] Chestnut received a Basic grant for the fifth consecutive year (see Figure 1). Although remediation of basic skills was part of the focus of each of the projects, the emphasis attached to remediation and the instructional methods differed significantly.

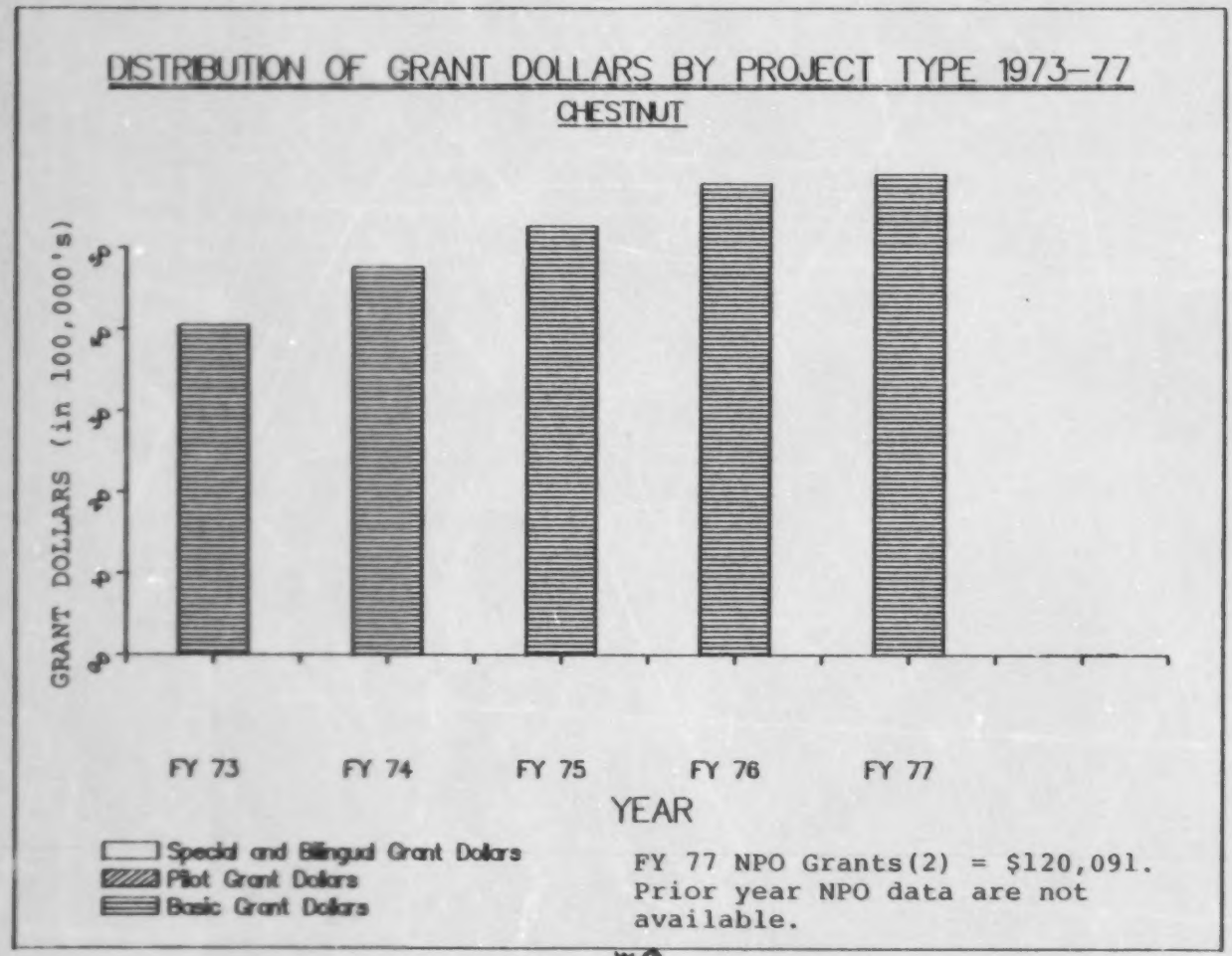
The Chestnut NPO 1 project ($48,000) provided one-to-one tutoring in basic skills using adult volunteers and enrichment activities for elementary school students. The NPO 2 project ($71,000) also employed tutoring, but had its major emphasis on the development of self esteem in both the tutors and the students receiving the tutoring. Tutors were given training in human relations using the Jesse Jackson model. Junior and senior high school students participated in the school year and summer tutoring program.

The ESAA Basic project in Chestnut was directed towards basic skills development and inter-ethnic awareness. The remediation component closely paralleled the Title I, ESEA program in the district.

Desegregation History

In 1965-66, Chestnut implemented a voluntary plan which instituted special programs at two predominantly black elementary schools, designating them as magnet schools. The special programs, in addition to an open enrollment policy, successfully reduced the minority enrollment at these two schools from approximately 80 percent in 1967 to 35 percent in 1976. In 1968-69, a predominantly black junior high school was converted to a central area community center as a further plan modification. In order to prevent further minority isolation, in 1972, the school board imposed a 25 percent limit on the enrollment of any one minority in any high

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
CHESTNUT
GRANT DOLLARS (in 100,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grants(2) = $120,091.
Prior year NPO data are not available.

school. Chestnut moved to completely desegregate the system in FY 74 by adopting an affirmative action program for staff. According to the district's ESAA application, all 56 schools and 32,000 students were affected by the desegregation plan.

Figure 2 shows that there was a decline in total enrollment since 1968 and a small increase in the number of minority students between 1968 and 1977. Both the racial imbalance and minority isolation indexes show decreasing levels of isolation from 1968 to 1974, reflecting the successful implementation of the district's desegregation plan.

In 1974, white students comprised 83 percent of the total enrollment. (See Figure 3.) In 1970, twelve and a half percent of the children aged 6-17 in Chestnut were from families with incomes below the Census defined poverty level. A smaller percentage of minority children were from families with incomes below the poverty level than white children. In 1970, about 10 percent of the children aged 6-17 attended private schools.

Expenditure data showed that the district had a relatively high teacher salary (the district average was 18 percent greater than the state average) and a relatively low ratio of pupils per teacher (the district average was 20 percent less than the state average). Also, Chestnut had a relatively high average per pupil expenditure (the district average was 55 percent greater than the state average). Federal revenues composed 11 percent of the district's total revenues.

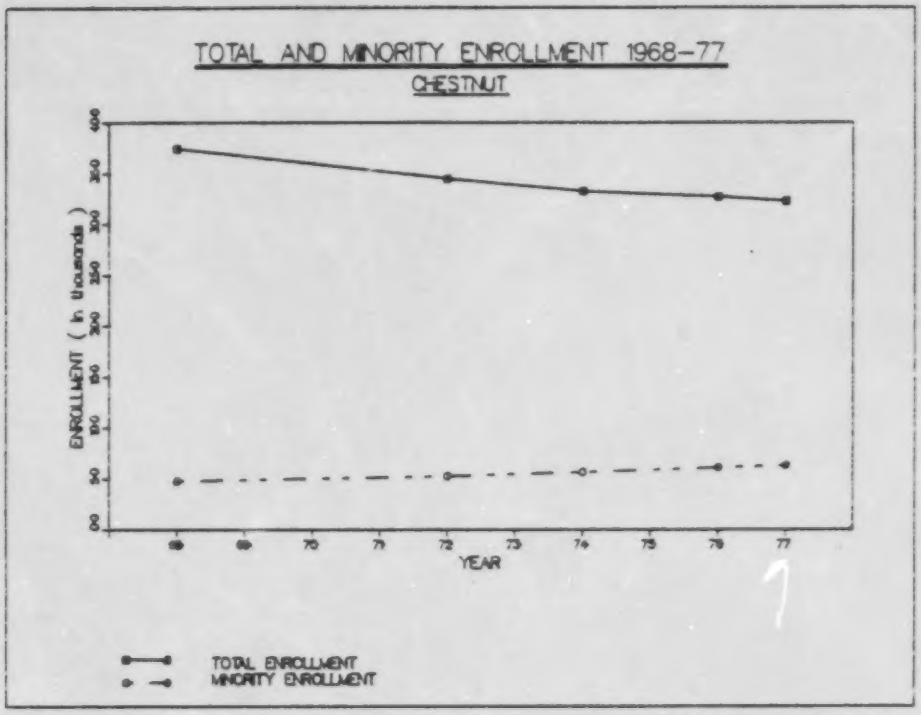
The NPO Projects

NPO 1

The ESAA grant to NPO 1 for $48,000 provided tutoring services in basic skills to students 2 to 3 years below grade level and enrichment activities for above average students.

In the tutoring component, almost 500 students in 10 (out of 36) elementary schools were served. Schools were chosen for the project if they had large numbers of economically disadvantaged and minority students, and if they had few programs serving these special need students. Active tutoring occurred most often in areas

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
CHESTNUT
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

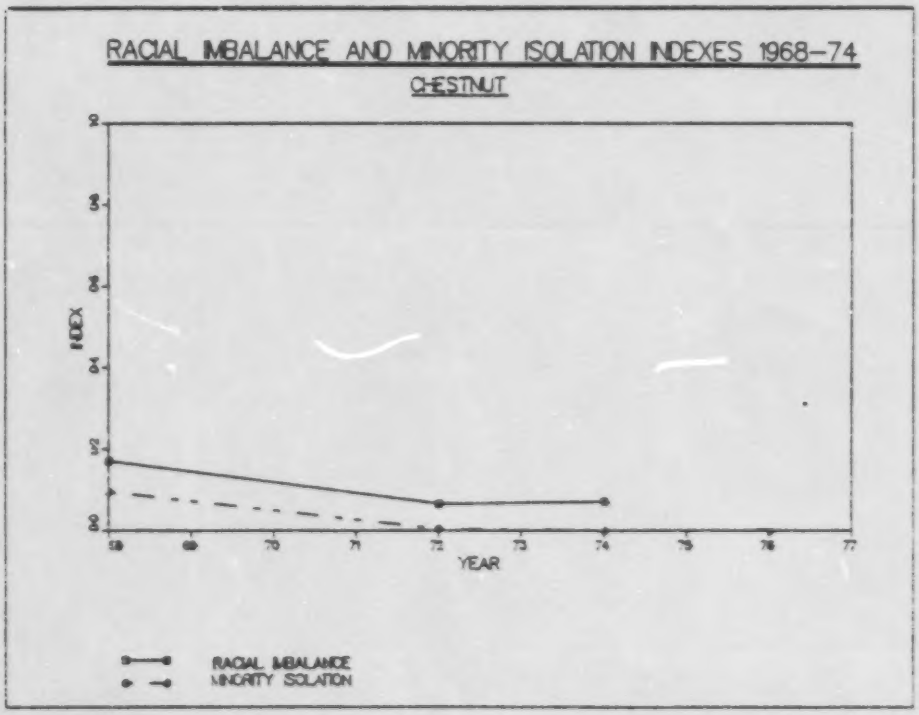
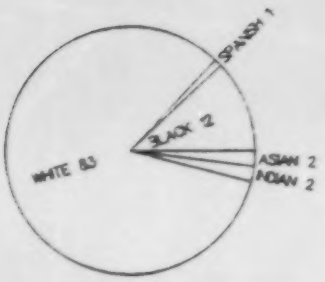
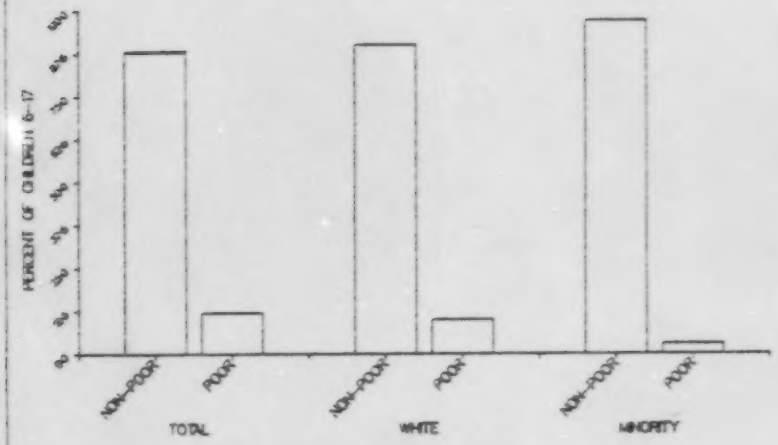

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–74
CHESTNUT
INDEX
YEAR
RACIAL IMBALANCE
MINORITY SOLATION

FIGURE 3

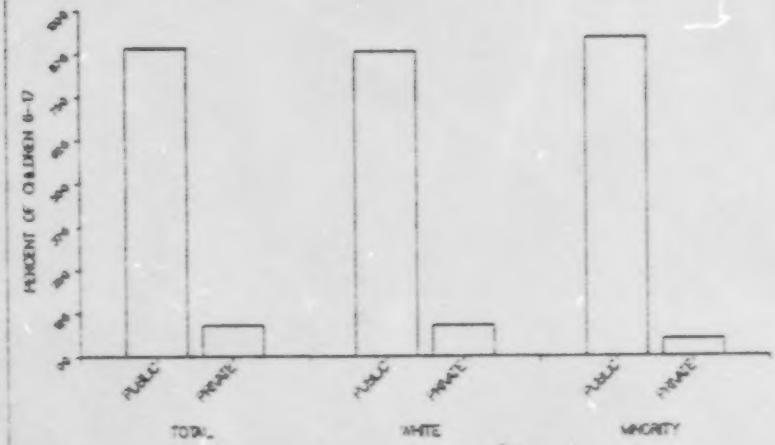
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974
CHESTNUT



CHILDREN 6–17 BY POVERTY STATUS AND RACE
CHESTNUT



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
CHESTNUT



outside the classroom, utilizing closets and boiler rooms. The tutor spent approximately 30 to 40 minutes with the students, generally twice a week. The subjects of the tutoring were reading, math and language arts, depending on the student's needs and the classroom teacher's diagnosis of student deficiencies. The tutors presented certificates of merit to students who had made satisfactory progress.

Parents, community persons, high school and college students volunteered to serve as tutors. In some instances, the tutoring program was discontinued in a few schools where there were no volunteers. ESAA provided each school with a part-time (7 hours per week) tutor coordinator. Volunteers were invited to attend a two-day tutor training workshop conducted by consultants who were made available from the school system. Each tutor was required to commit him/herself to at least 26 two-hour sessions of tutoring. Tutors received certificates of appreciation for their cooperation.

NPO 1 also provided an enrichment program for 175 above average students in seven of the 10 schools which received the tutoring services. The students were identified by classroom teachers. The enrichment program offered activities in science and foreign languages, and the publication of a student newspaper. The staff for the foreign language activities were volunteers recruited by the ESAA project director with the help of a volunteer bureau. The program provided opportunities for students to learn conversational French, German, Spanish, and Japanese. In addition to language classes for 15 students, the Japanese tutor also gave lessons in Japanese cooking. Two students from a local university tutored conversational Spanish to 25 students.

NPO 2

A local chapter of a major civil rights group in Chestnut received a grant of $71,000 to provide three activities: a school year tutoring program; summer school tutoring; and supportive services. Although a major objective of the tutoring was to raise students' achievement levels, ESAA staff emphasized the development of self-esteem as the primary goal. The emphasis was on developing contacts between groups of students on an equal status basis through cross-age, cross-race tutoring.

In the school year tutoring program, black senior high school students were selected from all parts of Chestnut and given intensive training based on the Jessie Jackson model. The training was conducted by a charismatic NPO 2 staff person who claimed the approach has had remarkable success.

The students served by the school year tutoring program were junior high school students reading two or more years below grade level. They were expected to participate in the project for at least one quarter of the school year. The tutoring component involved a total of 100 senior and junior high school students in six schools.

The summer tutoring program served approximately 500 junior and senior high school students over a 10 week period. The 165 tutors were selected from the large number of unemployed youth in Chestnut, who often have been under achievers themselves. They served as combination camp counselors and tutors, under close supervision, to a group primarily composed of white middle-class children. However, foreign born students constituted 15 percent of those being tutored. The NPO staff encouraged a great deal of media publicity about the project to build the self esteem of the predominantly minority tutors. CETA and other funds, as well as private donations, augmented the ESAA money for this extensive program.

The supportive services component was a combination of activities such as home visits, information and referral services to local agencies with special knowledge of areas of need, and direct contact with students. This component focused on preventing students from becoming dropouts by closely monitoring tardiness and absenteeism and by increasing student motivation through identifying student interests.

The Basic Project

Chestnut also received an ESAA Basic grant ($600,000) which provided a basic skills development component and a component of inter-ethnic awareness for students and their parents. The largest proportion of Chestnut's Basic grant funds were allocated to remediation activities.

Respondents indicated that the Basic proposal was written with the goal of providing opportunities for children and parents in the Chestnut school system to become more familiar with the ethnic backgrounds in the community. Respondents felt, however, that ESAA funding was not being made available for perceived desegregation needs of the community and was being funneled into remediation instead. The ESAA staff in Chestnut felt that the students' attitudes toward themselves and school needed to be addressed. Poor self image and poor performance were seen as being closely associated. Respondents hoped that through development of activities and materials stressing the value of ethnic diversity, parents would be more inclined to select schools on the basis of the opportunities afforded their children rather than on the basis of the school's minority enrollment. In that way white students would remain in the public schools and ethnic balance would be maintained.

The ESAA Basic project served approximately 11,000 students, of whom 3,000 were minority, in 21 elementary and junior high schools. Only schools with a minority enrollment of over 20 percent were selected to participate in the project. Limited funds prevented extension to the senior high school. All students in the 21 selected schools were considered ESAA participants.

The basic skills component provided each participating student remedial instruction for at least 1 hour per day in reading or math depending on the student's need. In the elementary schools, students received instruction outside their regular classroom. At the junior high level, students were scheduled for a compensatory reading class of about 22 students which served as the students' regularly assigned reading class.

The objective of the ethnic awareness component was to improve self-esteem among students. Included among the activities in this component were counseling and multi-cultural programs. The cultural programs involved the various disciplines. For example, the music of different countries was used in art classes, and history classes were centered on important persons from different ethnic or national groups. The expected result was that students' pride in themselves and their ethnic background would be enhanced and each student would have an increased appreciation of other cultures.

The ethnic awareness component also involved parents, who were hired as consultants to teach human awareness. Parents were also given the opportunity to participate in coffee hours at which topics such as child development were discussed.

Other Federal Programs

Chestnut also received a grant of $39,000 under Title IV of the Civil Rights Act and a grant of $118,000 under Title VII, ESEA to provide bilingual education to approximately 400 Korean and Vietnamese students in grades K-12.

Respondents in Chestnut perceived major similarities between basic skill activities supported by ESAA and those provided by Title I, ESEA. In Chestnut, Title I provided remedial components in the elementary schools only, whereas ESAA provided remedial components in the elementary and junior high schools. Title I served 22 elementary schools and 2,400 students through reading and math labs. Title I activities were limited to remedial programs, and Title I guidelines were viewed as more restrictive in selecting student participants than ESAA.

Observations

Respondents in Chestnut made several suggestions to improve the administration of the ESAA program. Respondents felt that year to year funding negatively affects the ability of district personnel to plan and implement "good sound programs." Respondents suggested that ESAA be awarded for a 2 to 3 year funding period. They also suggested fewer monitoring visits and a reduction in the volumir us paper work in order to save staff time to perform project activities.

FOOTNOTE

1 The NPOs were the primary focus of this case study.

COTTONWOOD

Introduction

Cottonwood, a northern, urban area with a minority school enrollment of 20 percent, desegregated its elementary schools under court order in 1975. The district received two ESAA grants in FY 77. The district's third consecutive Basic grant[1] ($390,000) (see Figure 1) was designed to facilitate the transfer of minority students to predominantly non-minority schools by providing compensatory services in reading for 650 pupils and guidance services for 1,000 pupils at 10 schools affected by the plan. The Neutral Site Planning grant ($96,000) provided funding under the Special grant category for five teachers to adopt the present curriculum for use at a newly constructed elementary school that was to combine the enrollments of three to four schools.

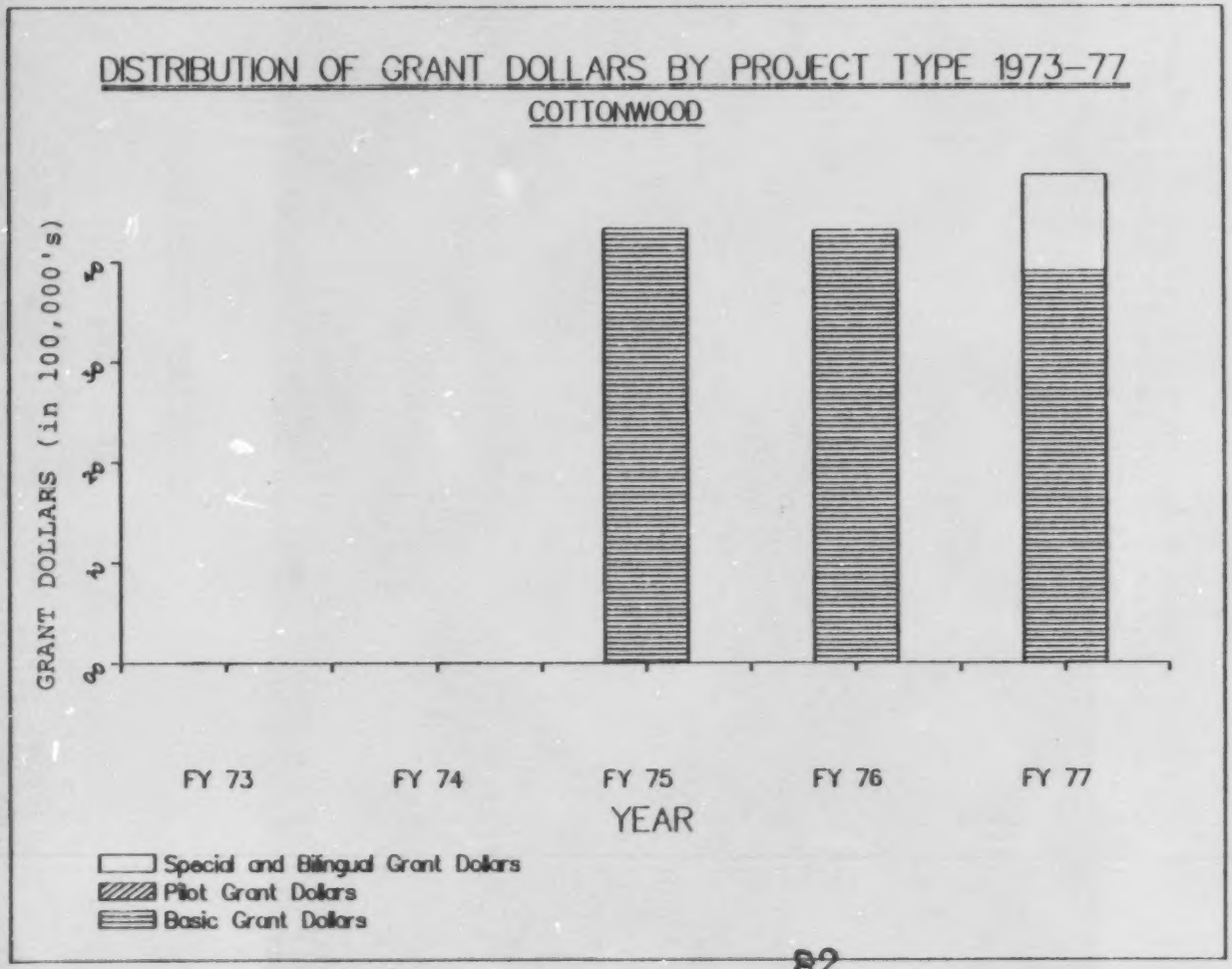
Cottonwood struggled for 6 years to develop a desegregation plan that would be acceptable to the State Human Relations Commission, the State Department of Education, the school district and the State Court. The Court assumed jurisdiction when the district did not comply voluntarily with the Human Relations Commission's request that the district present a plan to eliminate minority isolation. The accepted plan involved the closing of two elementary schools. According to the district's Basic application, 19 elementary schools were affected by the plan. This included 7,500 students, 22 percent of whom were minority.

ESAA and Title I, ESEA supplemented each other's services at the elementary school level. Both programs offered reading and guidance services. Teachers at each school determined which students would be served by which program.

Desegregation History

Cottonwood is under a 1974 court order to desegregate its schools. Under the plan, implemented in the 1975-76 school year, two elementary schools which had predominantly minority enrollments were closed. The students from these two elementary schools were re-assigned so that each elementary school in the district reflected the total minority enrollment in the district. Whenever feasible, the plan employed walking rather than

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973-77
COTTONWOOD
GRANT DOLLARS (in 100,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars

busing, although some students were provided with bus transportation. No student, however, was assigned to a school more than a mile and a half from home. According to Cottonwood's Basic application, 19 elementary schools (out of 29 district schools) were affected by the plan. This involved 7,500 students, of whom 22 percent were minority.

Desegregation efforts began in Cottonwood[2] in 1968 after the State Human Relations Commission and the State Department of Education charged that the district's school system was not adequately desegregated. The two agencies directed the school district to present a plan to desegregate the schools in the spring of 1968. During that period, the state agencies' request was for the voluntary cooperation of the district. When these efforts did not produce an acceptable plan the Commission ordered the school district to develop a plan. However, the district did not meet the deadlines established by the Commission. The Commission then filed suit in the State Court to compel the district's compliance with the Commission's order. The State Court required the district to develop a plan by spring, 1974. When the district again failed to meet the deadline, the Court authorized the Commission to prepare a desegregation plan to be implemented in Cottonwood. The Commission did submit a plan but the Court chose instead to order the district to prepare a plan that was acceptable to the Human Relations Commission and the State Department of Education. The plan, developed by the superintendent of schools assisted by a task force of school administrators, was accepted by the agencies and the Court and implemented in September, 1975.

Since the implementation of the plan, respondents reported that there has been little or no opposition to the plan's implementation. Most respondents felt that the district experienced its greatest problems prior to plan implementation. These perceptions, however, referred mainly to the difficulties associated with developing an acceptable strategy which would satisfy the requirements of the court. Respondents observed that some problems remained that had arisen from the implementation of the plan. They were: (1) continued objections of minority parents to the closing of the schools in their neighborhoods; (2) difficulties of teachers in working with the learning and behavioral problems of the reassigned students; and (3) the attitudes of staff with regard to students with different cultural backgrounds. There were some instances of violence, vandalism, and

general hostility on the part of some members of the school community.

There has been a very gradual increase in the minority enrollment in the district during the period 1968 to 1977. (See Figure 2). The racial imbalance index from 1968 to 1974 indicated that a low proportion of Cottonwood students attended schools that had a minority enrollment differing from the district-wide ratio of minority and non-minority enrollment. The minority isolation index showed that few students in Cottonwood attended schools that were over 50 percent minority prior to plan implementation.

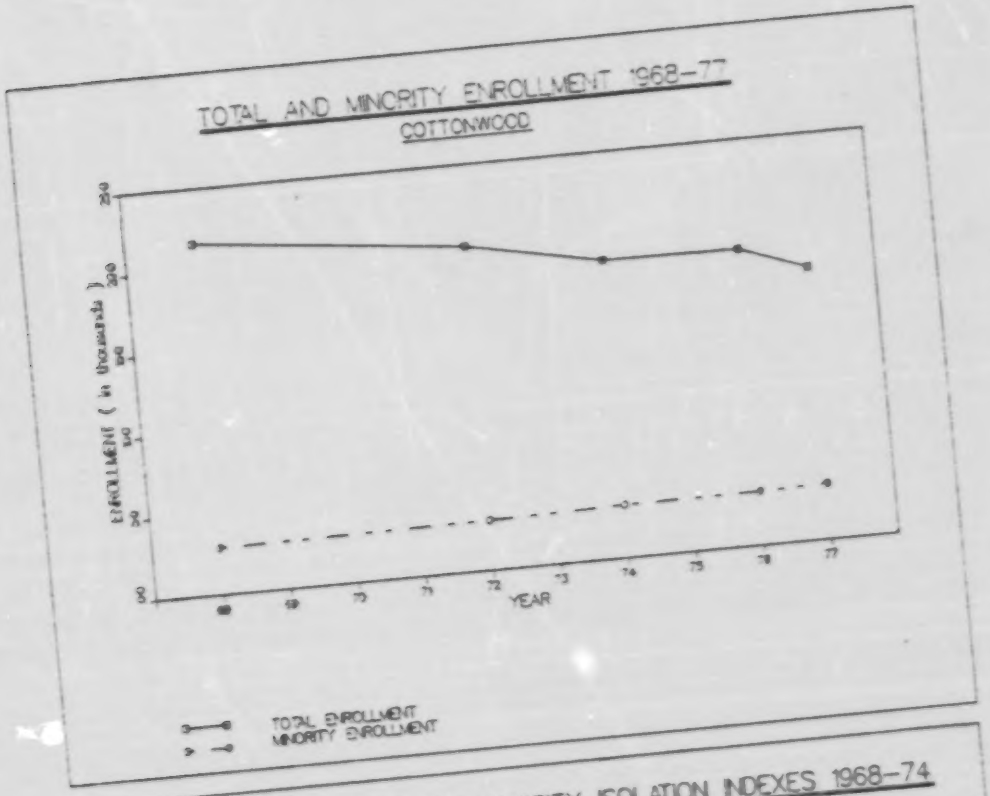
In 1974, white students comprised 82 percent of the total enrollment. (See Figure 3.) In 1970, approximately 10 percent of children aged 6-17 in Cottonwood were from families with incomes below the Census defined poverty level. A smaller percentage of the minority than the white population were from families with incomes below the poverty level. More than one-third of the children in Cottonwood attended private schools in 1970, reflecting the large percent of Catholic families in the district. A larger percentage of non-minority children attended private schools.

Expenditure data showed that the district had a relatively high teacher salary (the district's average was 4 percent greater than the state average) and a relatively high per pupil expenditure (the district's average was 8 percent greater than the state average). The district's ratio of pupils per teacher was about the same as the state average. Federal revenues comprised 1 percent of Cottonwood's total revenues.

The Basic Project

The Cottonwood Basic project was designed to reduce the difficulties of minority students who have been assigned to schools outside their immediate neighborhood. The project offered remedial reading and guidance and counseling services at 10 participating schools chosen because the minority enrollment was greater than 13

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968-77
COTTONWOOD
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

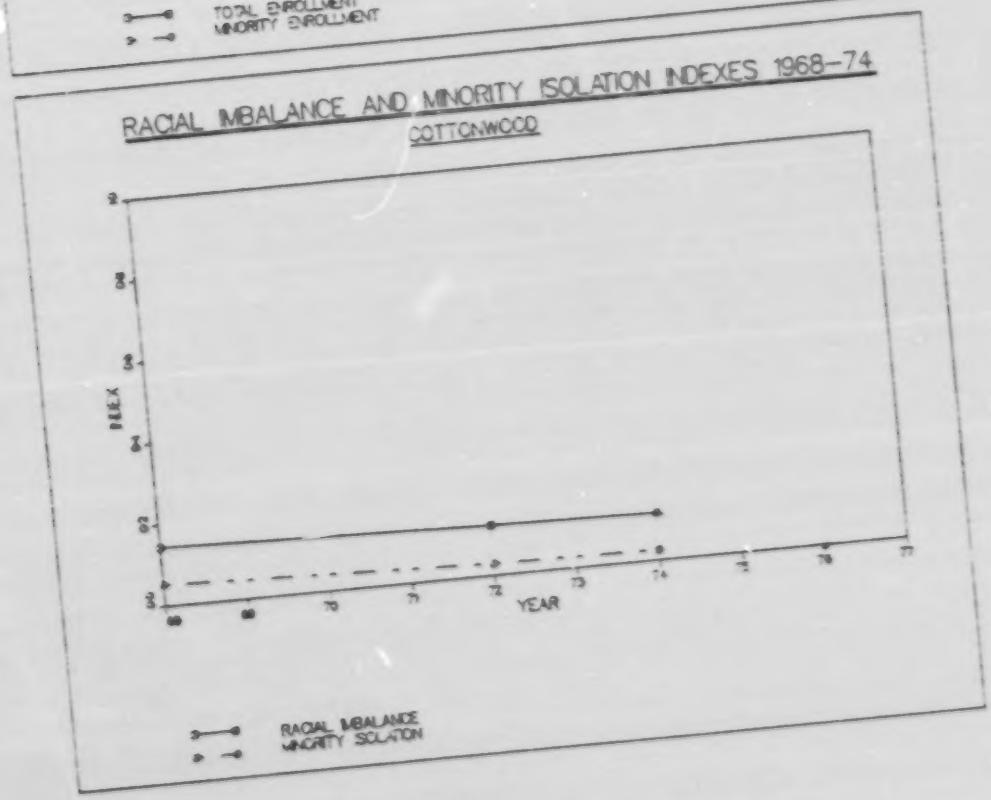
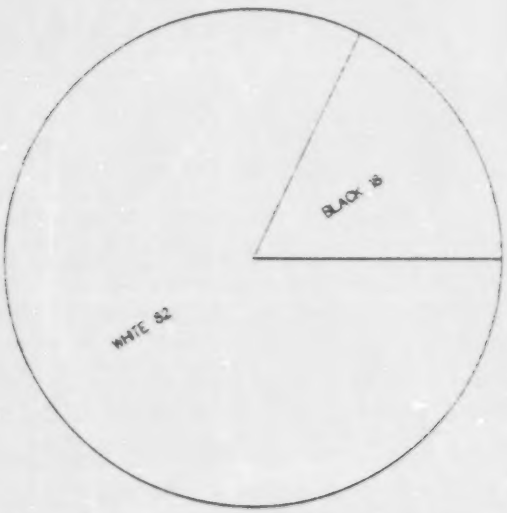
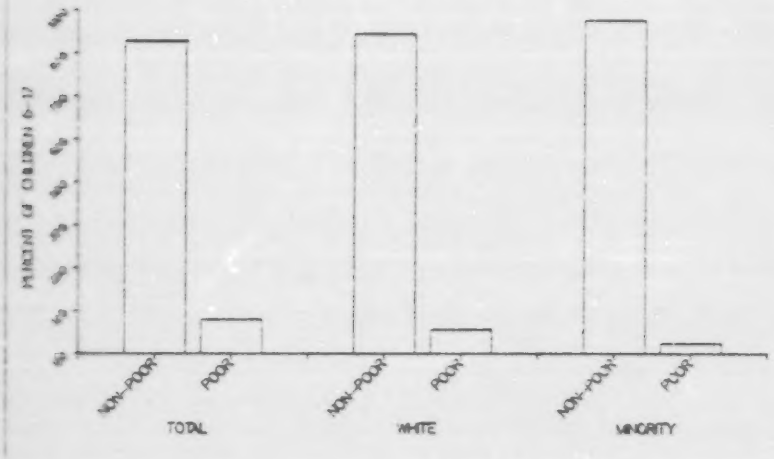

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968-74
COTTONWOOD
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

FIGURE 3

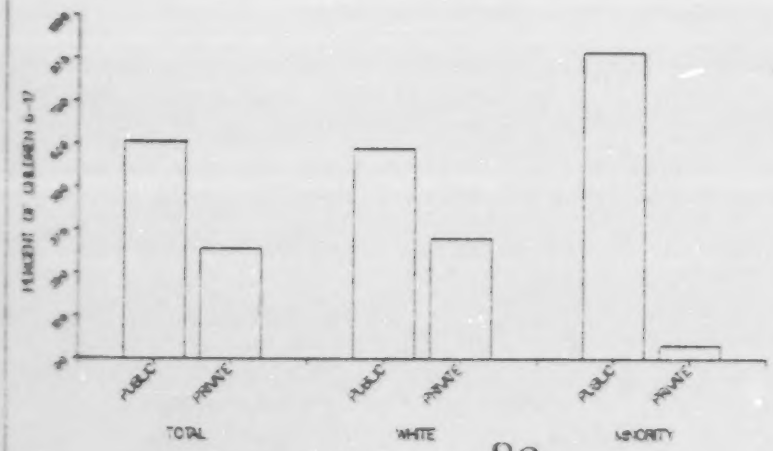
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974
COTTONWOOD



CHILDREN 6–17 BY POVERTY STATUS AND RACE
COTTONWOOD



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
COTTONWOOD



percent. Students were selected for project services if they met two criteria: (1) they were involved in the school transfer program; and (2) they were reading 1 1/2 to 3 years below grade level. Approximately 650 pupils were served in the reading component and 1,000 pupils in the guidance and counseling component.

The objectives of the reading component were described as combating the effects of minority isolation and making the academic transition to a desegregated educational setting as smooth as possible. Another objective, though mentioned by fewer respondents, was the need to decrease the disparity in achievement levels between minority and white students.

Reading labs were established at each of the 10 participating schools. Eight reading specialists and 18 aides funded by ESAA were assigned to the reading labs. Two of the reading specialists spent half a week each at two schools to insure that all 10 targetted schools received the ESAA services. Each reading lab served between 60 and 70 children. The reading specialists determined the length and frequency of the period of instruction on the basis of the nature and severity of the student's problem. Each student was diagnosed for specific learning difficulties and an individualized program was prescribed.

The objective of the guidance component was to teach children to get along with others from a different background. It was felt that this was also essential to facilitate the students' transfer to a new educational setting. Although the services were formally limited to reassigned students, the counselors served all students at the schools to which they were assigned. Six guidance counselors served the 10 participating schools.

The counselors provided special services to help the students make a satisfactory adjustment to their new schools. These services included individual counseling sessions, group counseling sessions, home visits and field trips. Counselors saw an average of five children, individually, per day. They also met with groups of three to five children identified by teachers as having problems, for 20 to 30 minutes per day. The group sessions might involve ego building or home problems. The problems seldom concerned discipline.

The respondents at the school level felt that students receiving ESAA services did not differ from other children. Counseling problems generally concerned school transfer problems (forgotten lunches, bus fares) rather than racial conflict. In general, respondents felt that problems of motivation and absenteeism were not present in Cottonwood.

The two previous Basic projects in Cottonwood had been substantially the same in objectives and activities, although they had been funded in larger amounts. Each year the district had requested funds to implement a math component, but the component had never been funded.

The Neutral Site Planning Grant

Cottonwood also received an ESAA grant to design a new curriculum for an elementary school to be constructed on the former site of one of the schools closed as the result of the desegregation plan. The new school, located in the center of the city, would serve the enrollment of two elementary schools and still have 25 percent of its space available for other students. The criteria for the selection of the other students had not been determined of the time of this case study. The school would enroll 1,200 children, about four times the size of other elementary schools in Cottonwood. The school was scheduled to open in the fall of 1979.

Respondents at the school level interviewed felt the new school would solve district problems but that the problems had little or nothing to do with desegregation. The new school would eliminate some busing, which they felt the community did not support. The school would also attract students from a variety of neighborhoods. Respondents felt this would reduce the territorial feelings of some minority parents who felt that desegregation had taken their neighborhood schools away.

Other Federal Programs

There was substantial overlap between Title I, ESEA objectives, activities and target schools and the components provided by the ESAA Basic project. Both programs provided reading improvement and guidance

counseling to elementary school pupils. Title I also provided compensatory activities in math. If both ESAA and Title I services were offered in the same school, the teachers would determine which students would receive services from which program.

FOOTNOTES

1 The Basic project was the primary focus of this case study.

2 Most of the information in this paragraph was obtained from the U.S. Commission on Civil Rights.

CYPRESS

Introduction

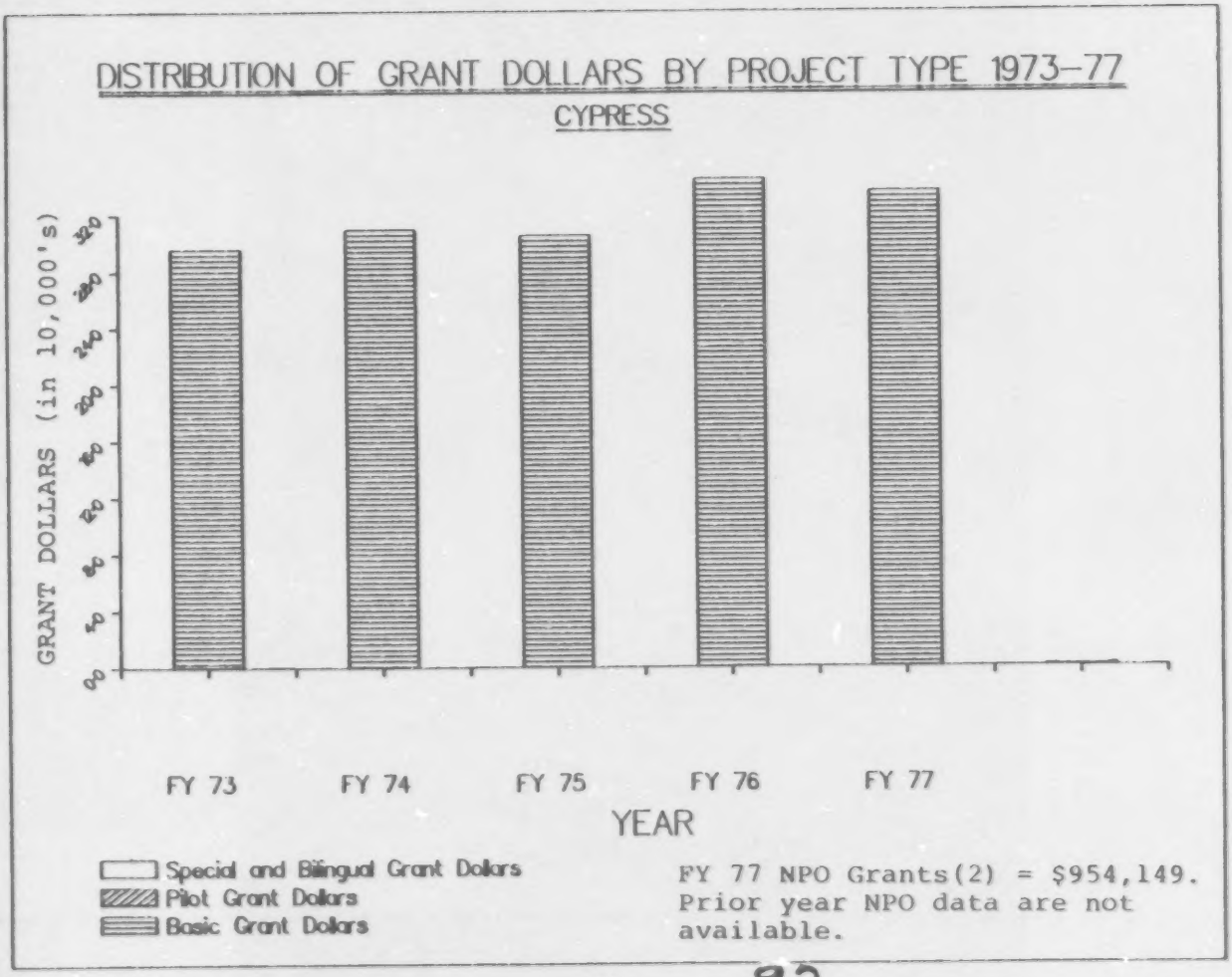
Cypress is a small, suburban, mid-western community with a total enrollment of 3,300 and a minority enrollment of 1,200 in 1977-78. In 1972, the district implemented a voluntary plan which reorganized the eight elementary schools into four primary and four intermediate school centers. Few problems were encountered in implementing the plan. A grant from Title IV, CRA provided workshops and information dissemination to help alleviate parental concerns. Respondents felt that the district's current needs centered on the continued disparity in academic achievement between minority and non-minority students and the lack of interaction between minority and non-minority students and parents after school hours.

In FY 77, Cypress received its fifth consecutive Basic grant ($336,000) and two NPO grants designed to meet the needs of the district (see Figure 1). The NPO which was the focus of this case study ($80,000) provided services aimed at increasing the participation of minority and non-minority parents and students in academic and extra-curricular activities. The Basic project provided remedial services and staff development activities, both of which were designed to raise the achievement levels of minority students. The staff development activities were also intended to increase the ability of district staff to meet the needs of minority students. The other NPO ($73,000) provided in-school and out-of-school arts programs to Cypress students.

Desegregation History

In June, 1971, the Cypress school board passed a resolution indicating their intent to desegregate the schools. In January of 1972 the State Department of Education cited the district as being out-of-compliance with state requirements. At that time Cypress had one elementary school with a minority enrollment of 97 percent. This school was located in a low income area which was isolated, both physically and culturally, from the rest of the community. The other elementary schools had minority enrollments of less than 13 percent.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
CYPRESS
GRANT DOLLARS (in 10,000's)
0
40
80
120
160
200
240
280
320
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grants(2) = $954,149.
Prior year NPO data are not available.

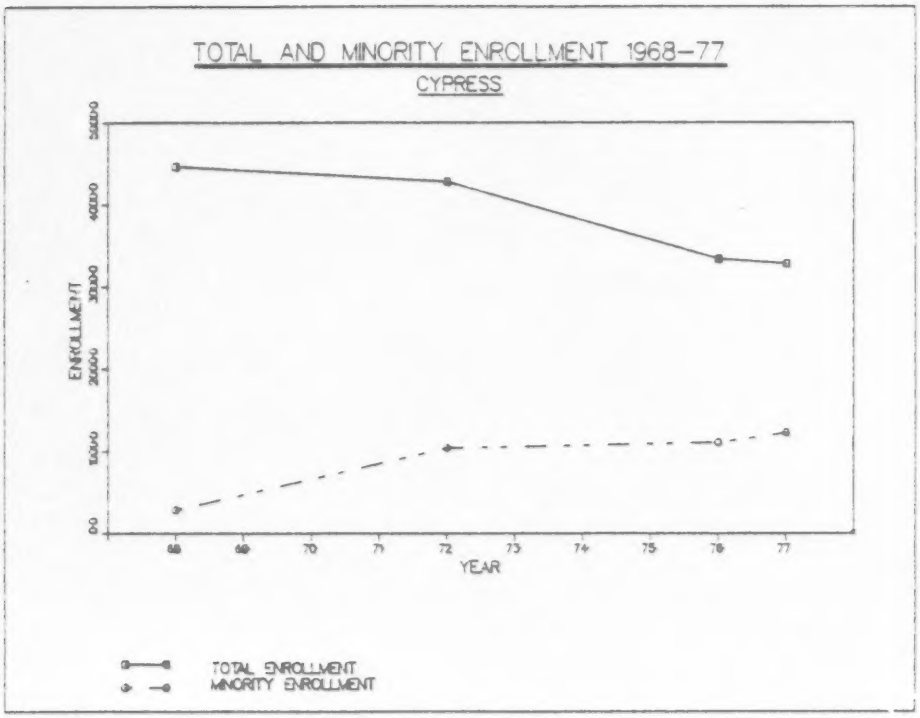
Three desegregation plans were presented to the school board in the spring of 1972: (1) a magnet school plan; (2) the creation of a third grade school, and (3) grade reorganization. The board voted to accept the first plan and indicated that grade reorganization would be the alternative if the magnet school plan was not effective. The district had three months to recruit students into the magnet school, the elementary school with a minority enrollment of 97 percent. Transfer to the magnet school was voluntary. The district's aim was that the school would have an 80 percent non-minority to 20 percent minority enrollment; this ratio represented the over-all racial composition in the district. When actual enrollment at the magnet school did not reach the projected ratio, the district turned to the grade reorganization plan. The plan was implemented in September, 1972.

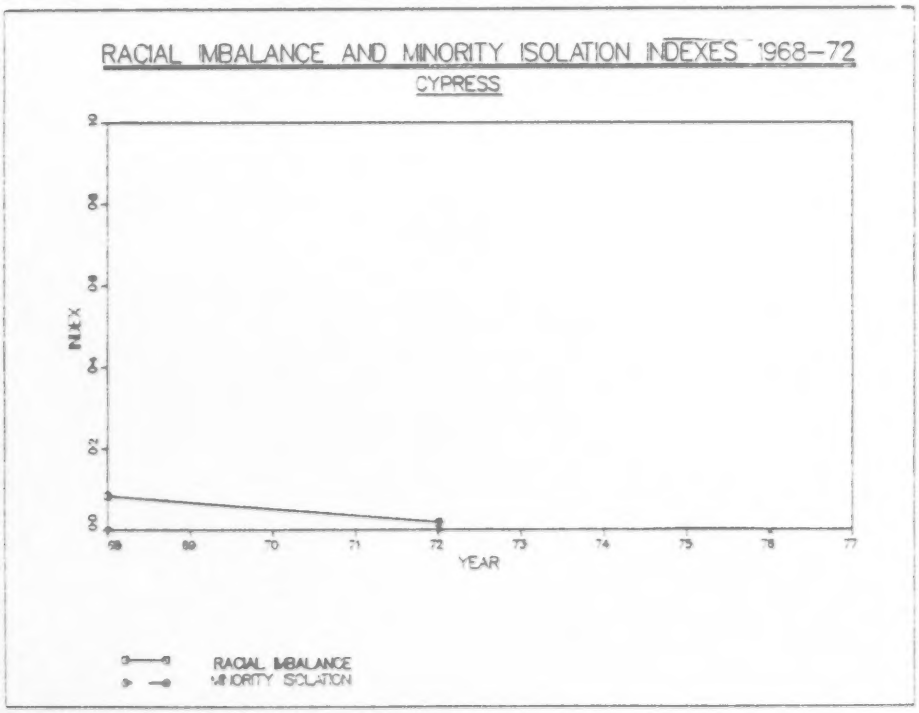
The grade reorganization plan reorganized the eight district elementary schools into four primary centers (grades 1-3) and four intermediate centers (grades 4-5). The district's two junior high schools were not included in the plan because their enrollments were in proportion to the overall racial enrollment in the district. Busing was provided for students who were not attending the school nearest their home. In 1977-78, the elementary school that had been 97 percent minority showed a minority enrollment of 57 percent. The other elementary schools had minority enrollments that ranged from 27 to 41 percent.

Cypress encountered few problems in the implementation of the plan. District residents gave credit for this outcome to a grant from Title IV, CRA. The grant enabled the district to set up activities to disseminate information about the plan and therefore alleviate parental concern. The activities included a "hot line" for parents, and in-service training and workshops for staff, administrators, and parents. Also cited as a reason for the easy implementation of the plan was the minimal amount of busing required in the small district. Equally as important was the shared burden of busing; no group felt that it was more heavily burdened than the other.

Total enrollment decreased in Cypress between 1968 and 1977 and minority enrollment increased during the same period. (See Figure 2.) The racial imbalance index indicates that the racial/ethnic composition of most schools in Cypress reflected the composition of the district as a whole.

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
CYPRESS
ENROLLMENT
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT


RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–72
CYPRESS
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

94

In 1972, white pupils composed 76 percent of the total enrollment. (See Figure 3.) In 1970, about 5 percent of the children aged 6-17 were from families with incomes below the Census defined poverty level; an equal proportion were from minority and non-minority families. About 5 percent of the school-aged children attended private school in 1970. No minority children were enrolled in private schools.

Expenditure data showed that the district had a relatively low teacher salary (the district average was 4 percent less than the state average) and a relatively high ratio of pupils to teachers (the district average was 2o percent greater than the state average). The district also had a relatively high per pupil expenditure (the district average was 7 percent greater than the state average). Federal revenues comprised 8 percent of the district's total revenues.

Needs

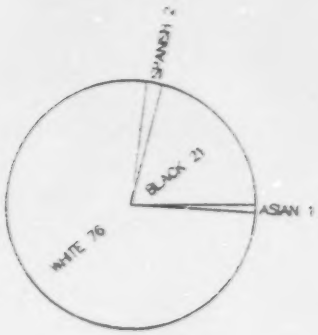
Respondents in Cypress felt that their major problems no longer related to school desegregation but to the isolation of minority children after school hours because of community housing patterns. Similarly, the need for more community involvement in the schools, particularly from minority parents, was cited. Another problem mentioned was the continuing disparity between the achievement levels of minority and non-minority students. Respondents in Cypress felt that this problem was aggravated by the minority isolation in kindergarten classes, which they felt led to developmental deficiencies in minority children. The district was aware of this problem and had requested ESAA funds for a kindergarten component in the Basic project. However, the component was not funded by ESAA because the kindergarten level was not included in the district's desegregation plan.

The NPO 1 Project

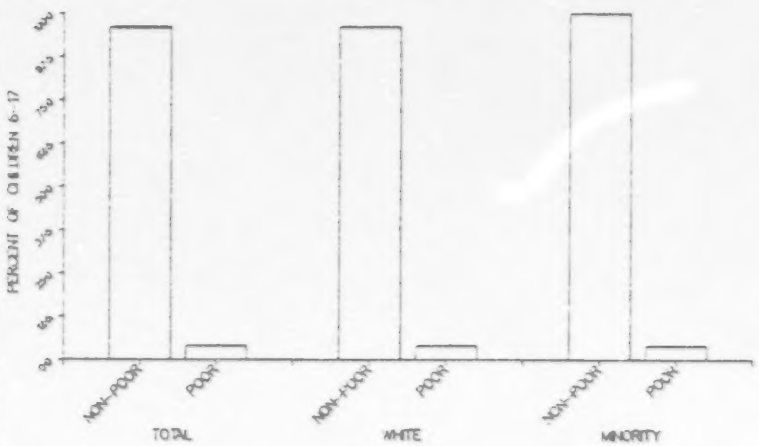
The NPO 1 grant ($80,000) in Cypress provided activities aimed at increasing the participation of minority and non-minority parents and students in academic and extra-curricular activities. The FY 77 grant was the fifth ESAA grant received by the NPO. In the first years

FIGURE 3

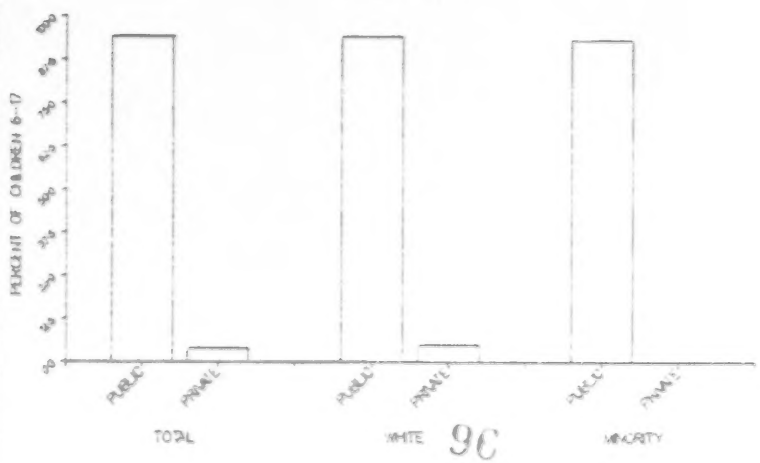
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS '72
CYPRESS



CHILDREN 6-17 BY POVERTY STATUS AND RACE
CYPRESS



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
CYPRESS



the NPO had provided a tutoring program, but they were not meeting their objectives. Upon the advice of ESAA program officials, they shifted their emphasis away from tutoring to other ways of serving children. The NPO respondent now felt remedial services could best be provided by the school system and that NPOs needed more guidance as to the appropriate activities they should provide.

The NPO 1 offered programs for both parents and students. The parent components were designed to help parents communicate with school officials and understand more about the educational processes. In a parent out-reach program the NPO informed parents about educational processes and events in the school district through direct mail newsletters, media announcements, and flyers. The NPO also sponsored parent workshops, staffed by community volunteers and consultants from a Title IV funded General Assistance Center. The purpose of the workshops was to help parents overcome their fear of professional educators and help them communicate with teachers and administrators about their children's education. Workshops were also provided with the aim of increasing parents' ability to communicate with their children about school. Six parents participated in each of the two workshops which had been held at the time of the site visit.

The student components provided enrichment activities in a racially integrated context. One component was a student summer camp for a biracial group of 40 junior high school students. The purpose of the camp was to provide the students with a 4 day program in a neutral setting to help them develop skills in group dynamics, intergroup relations, and leadership. At the same time, the students participated in standard camp activities such as swimming and sports.

The other student component provided activities at two junior high and two elementary schools in the district. Twenty-five students at each junior high school, selected to provide a racially balanced group, were given workshops in how to develop and carry out group activities. Examples of group activities accomplished by the groups at the two schools were a bowling party and a skating party. At the elementary schools, after school activities were provided for a group of students selected from all racial and economic groups in the district. About 40 children at each school participated in gymnastics, arts, and cooking programs. In all four schools parent volunteers from the community assisted in the activities. ESAA also provided

funds for buses to take the students home after the completion of the activities.

The Basic Project

The Basic grant ($336,000) was designed to meet two objectives - to narrow the gap in achievement levels between minority and non-minority students and to increase the ability of district staff to meet the needs of minority students. Previous Basic grants focused primarily on the first objective, but district staff felt strongly that staff development should also be given emphasis. District respondents indicated their belief that helping teachers to work with and understand minority children would develop skills in the teachers that would remain when ESAA funds were no longer available.

The remedial component was designed to give minority students entering desegregated schools an opportunity to develop language and computation concepts. District respondents felt that raising the basic skills levels of minority children would enhance their self-concept and lead to a better school climate. To accomplish this objective, each elementary and junior high school was provided an educational specialist, as well as materials and supplies. Children in grades 1-6 who scored 1 to 2 years below grade level and children in grades 7-8 who scored 2 to 3 years below grade level were selected to receive ESAA services. About 30 students in each school were selected. Preference was given to minority students, but a limited number of non-minority students with similar needs were included. After the students were selected, the ESAA specialist, the classroom teacher, the reading teacher and the principal met to plan a diagnostic/prescriptive program for each participant. Objectives were established that could be implemented in the classroom. The educational specialist then worked in the classroom with each teacher for 90 minutes a week to assist and assess the implementation of each student's prescriptive plan. The specialist also provided additional assistance to the students based on their prescriptive plans for 90 minutes a week.

The staff development component was designed to develop positive staff attitudes towards minority learning styles and to increase staff skills in teaching and understanding the behavior of minority children in a desegregated setting. To accomplish this objective, ESAA

provided funds to support a one-week pre-school training workshop for project staff and a one-week pre-school workshop for classroom teachers. Consultants from local universities and a Title IV General Assistance Center provided skill development sessions which concentrated on diagnostic/prescriptive program planning and human relations. Throughout the school year, ESAA provided funds for consultants to conduct monthly in-service training workships. All elementary school teachers and all seventh and eighth grade language arts, social science, and science teachers were able to participate in the workshops.

NPO 2

The NPO 2 grant ($73,000) in Cypress provided an arts education program to all elementary school students. The purpose of the project was to build bridges between home, school, and community through shared arts activities and to help teachers reach children through arts and cultural heritage experiences. The project included in-school and out-of-school activities. The in-school activities included arts safaris where professional artists performed at the schools and artists-in-residence programs. Out-of-school activities included family arts classes and family field trips to plays, dances, and art exhibits.

Other Federal Programs

Cypress received a Title I, ESEA grant which served students in grades K-3 at the elementary school with a predominant minority enrollment and students in kindergarten and grades 4-6 at three other elementary schools. Children with learning needs received remedial services from Title I. School administrators ensured that no child received both Title I and ESAA services.

Further Observations

District staff expressed the desire that the ESAA program provide information to the districts on the kinds of projects that are successful. Respondents were also concerned that ESAA would not continue to provide funds to districts that had desegregated and were trying to achieve an integrated status.

DOGWOOD

Introduction

Dogwood, a small rural, western, farming community with a 53 percent Hispanic population voluntarily desegregated its schools in 1972. The district has received ESAA funding each year since 1973 for basic skills support and counseling services. (See Figure 1). While there never was overt conflict associated with desegregation, respondents cited a disparity of achievement levels, negative self-image and teacher prejudice as on-going barriers to achieving a unified school system.

In FY 77, Dogwood received a Basic grant[1] ($63,000)[2] and a Pilot grant ($33,000).[3] The Basic grant provided remedial math and reading instruction to 53 students in the one junior and the one senior high school, and the Pilot grant supported counseling services at the junior high school. Title I ESEA funding also provided basic educational services in reading and math and served children in kindergarten through 10th grade in all of the district's five schools.

Desegregation History

The initial 1972-73 desegregation plan adopted by the school board used a limited cluster approach. Several neighborhood schools were reorganized according to grade levels so that elementary school children in the same grade, regardless of ethnic background, attended the same school. Community concerns at the time were whether the plan would involve "forced busing" and whether safety precautions would be taken to protect children who would have to cross the railroad tracks and highway to get to their new schools. The school board met these concerns by emphasizing that any transportation would be minimal and would not be required; children could walk, ride bicycles, or be transported by parents either individually or in car pools. Two years later, in 1975, the school board extended the grade re-organization to all of Dogwood's schools, involving all 1,800 pupils.

Since 1968 there has been a decline in total and minority enrollment. (See Figure 2.) Minority

FIGURE 1

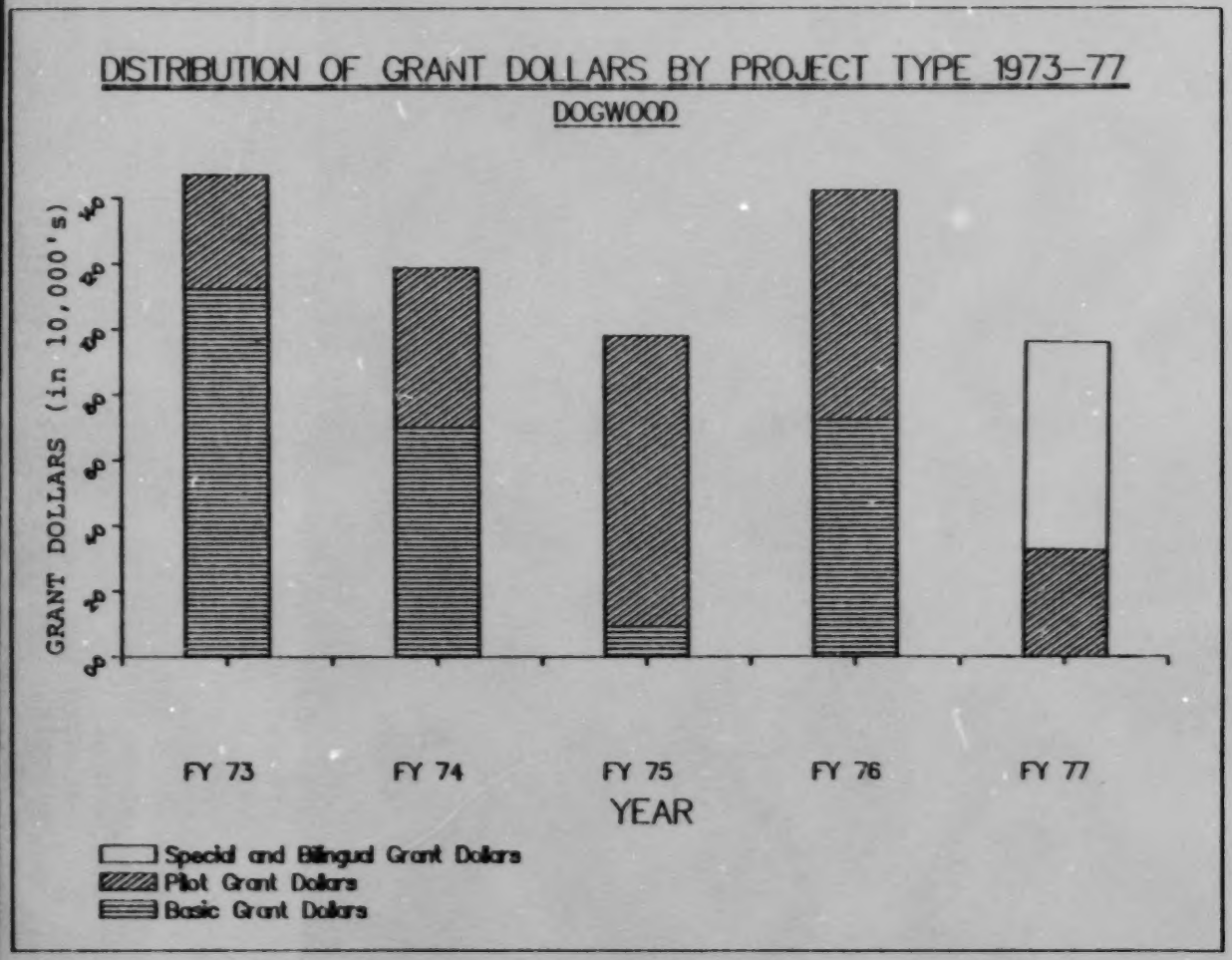
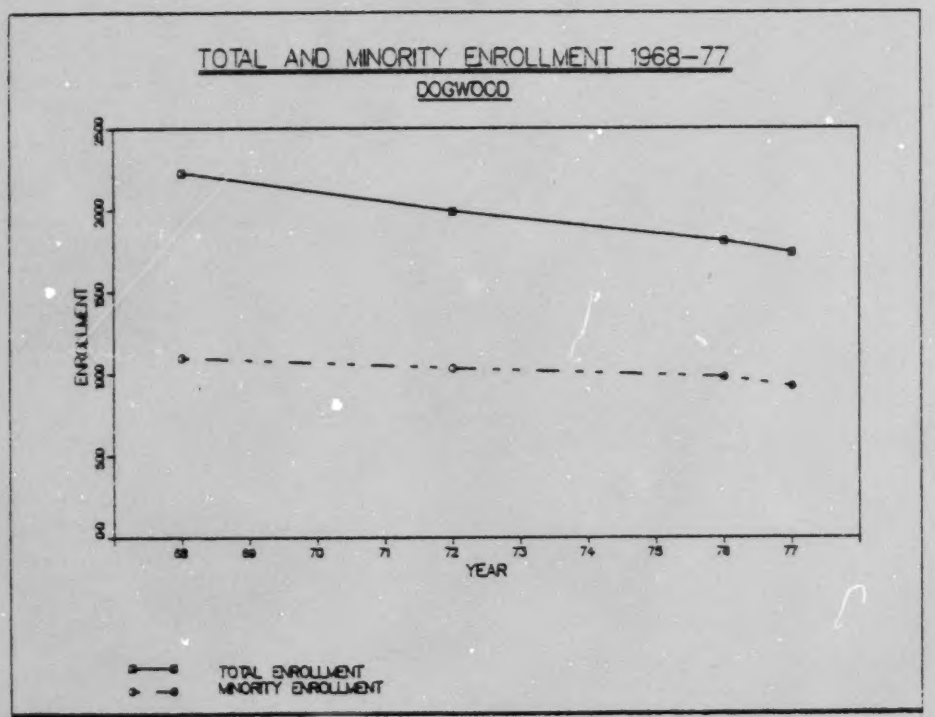
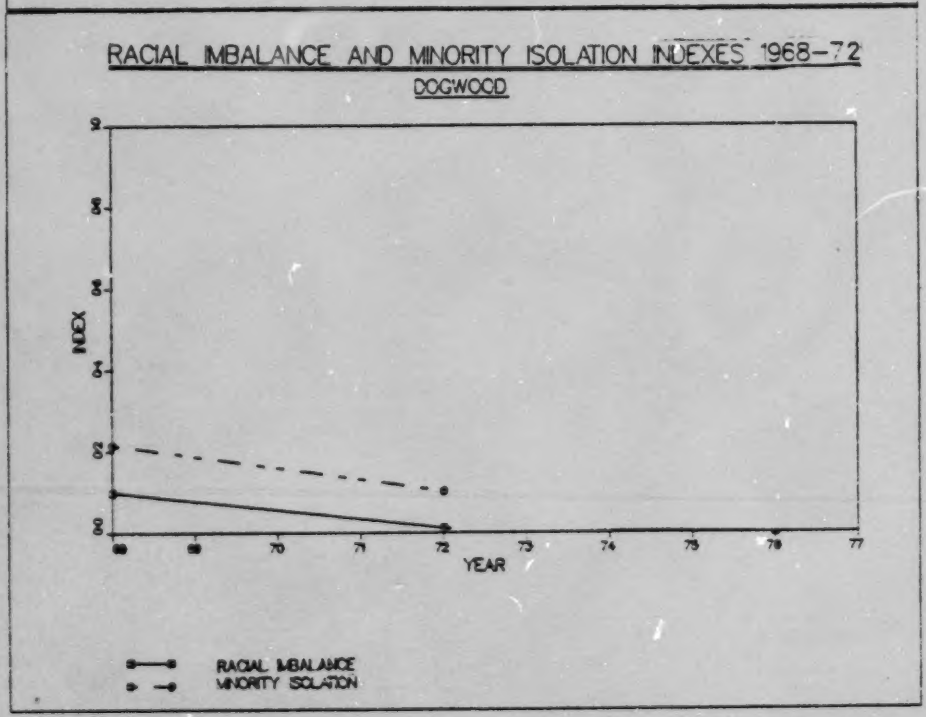

DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973-77
DOGWOOD
GRANT DOLLARS (in 10,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
DOGWOOD
ENROLLMENT
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT


RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–72
DOGWOOD
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

enrollment, however, has declined at a slower rate than total enrollment. The racial imbalance index dropped to zero in 1972, indicating that a racial balance had been achieved in the schools. Minority isolation had also declined, but some minority students still attended predominantly minority schools.

In 1972, minority students comprised 52 percent of the total enrollment; 51 percent of the total enrollment were Hispanic students. (See Figure 3.) In 1970, 29 percent of the children aged 6-17 in Dogwood were from families with incomes below the Census defined poverty level, and a larger percentage of these children were minority. No children were enrolled in private schools in 1970.

Educational costs appeared to be low in Dogwood relative to other districts in the state. Teacher salaries were relatively low (the district's average teacher salary was 16 percent less than the state average) and the ratio of pupils per teacher was also relatively low (the district's average was 23 percent less than the state average). Also, the average expenditure per pupil in the district was relatively high (the district average was 9 percent greater than the state average). Federal revenues were 1 percent of the district's total revenues.

The Pilot Project

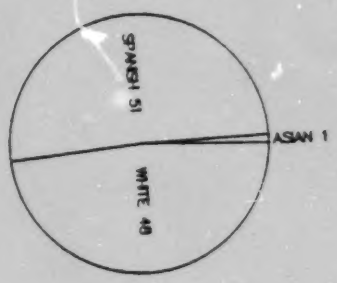
The ESAA Pilot project supported a counseling program which provided a "Needs Room" in the junior high school. The objective of the "Needs Room" was to provide a congenial and hospitable atmosphere for Hispanic students who felt isolated in the schools. The "Needs Room" was also designed to help prevent interracial conflicts between students.

The "Needs Room" was staffed by a counselor and his secretary who also served as the counselor's aide. She assisted with the problems of female students. The counselor hired at the beginning of the school year was replaced by a Hispanic who was considered less authoritarian than his predecessor. Approximately 15-20 students were seen by the counselor and/or his aide each day.

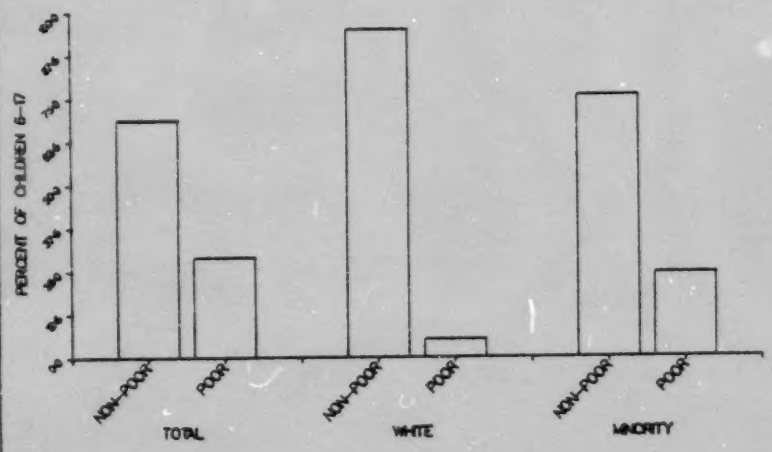
Counseling assistance was made available to any of the 314 junior high school students who felt they could benefit from it or who were referred by a classroom

FIGURE 3

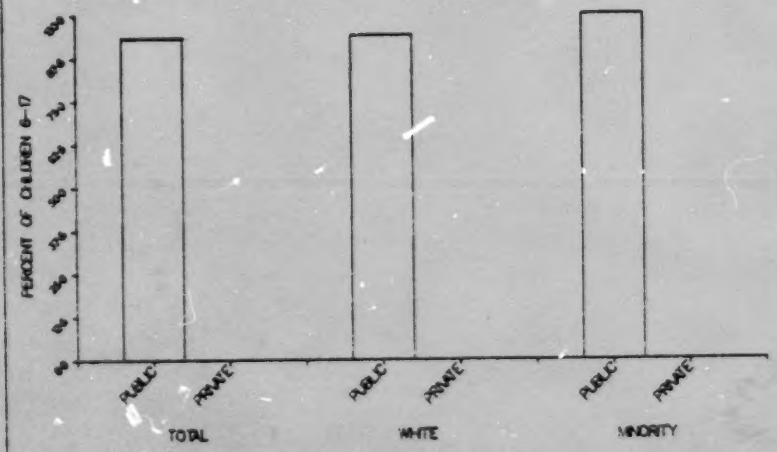
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1972
DOGWOOD



CHILDREN 6–17 BY POVERTY STATUS AND RACE
DOGWOOD



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
DOGWOOD



teacher. Students could visit the "Needs Room" for a variety of reasons including academic problems, fighting or name calling. The counselor established the following three-step procedure with respect to students visiting the "Needs Room": (1) there must be a note from the classroom teacher indicating that the student had permission to be there; (2) the counselor informed the teacher that the child was there; and (3) The counselor always sent a note back to the teacher at the end of the counseling session.

Before the assignment of the Hispanic counselor, visits to the "Needs Room" were mandatory. Students were scheduled into the room on a daily basis. District respondents felt that the room was being used as a detention center, and emphasized that the current program involves voluntary student attendance.

Individualized counseling was instituted with the hiring of the Hispanic counselor. A normal counseling session lasted about one class period (40-45 minutes), but varied according to the nature of the student's problems. (While individual counseling was emphasized, there were instances when group counseling was more feasible, especially when students shared similar concerns). The shift to individual counseling was perceived to have had a positive effect on the students and on the school environment.

The Basic Project

The focus of the Basic project was remedial reading and math instruction, referred to as "survival skills" by the district. An individualized approach was used. Two teachers at the junior high scheduled regular class periods for students who were performing poorly. These students were given individualized or small group instruction. One teacher at the high school provided these services.

Of the 881 students enrolled in the junior high school and senior high school, only 53 students were being served. Students were selected for participation based on several criteria. Any student scoring at or below the bottom 10th percentile on teacher developed tests was referred to the ESAA project. A student could also volunteer for ESAA services. Teachers could also ask that

a child be referred to the project. The ESAA director and some teachers felt that the ESAA project was used as a "dumping ground" for discipline problems.

The individualized instruction was based on packaged curriculum augmented by multi-ethnic readers. Students worked for half an hour or less and used the remaining 15-30 minutes of the ESAA period socializing. One teacher said that 30 minutes was the extent to which she could hold their attention.

In its initial application for Basic funds, Dogwood requested $93,000 and included all students in the district as project participants. If that sum had been granted, and all students enrolled in the district had been participants, then ESAA funds would have increased per pupil expenditure in Dogwood by 4 percent. In fact, only 53 students participated in the project, and in effect, ESAA funds doubled the per pupil expenditure for participants.

Other Federal Programs

There were many similarities between the Title I program and the ESAA Basic project. All the schools in the district were eligible for Title I. Students testing at the 10th percentile or lower on standardized tests were served first, and Hispanics were given priority whenever possible. Each school had a Title I "lab". Eligible students spent at least one class period a day in the lab and received reading and math instruction in the classroom as well.

The Title I program served 360 students. A health care program, which respondents described as being funded under Title I, served all the students.

FOOTNOTES

1 Dogwood applied for a Basic grant, but their application was transferred to, and funded under, the Special grant category for districts implementing a non-required plan.

2 Dogwood had been awarded $86,000 to provide eligible students with remedial reading and math instruction. However, the grant was awarded so late in the summer that it was not possible to find bilingual instructors whom the ESAA project staff felt would best serve the student population. As a result, Dogwood returned $23,000 and reduced the scope of the project accordingly.

3 The Pilot grant is the primary focus of this case study.

EVERGREEN

Introduction

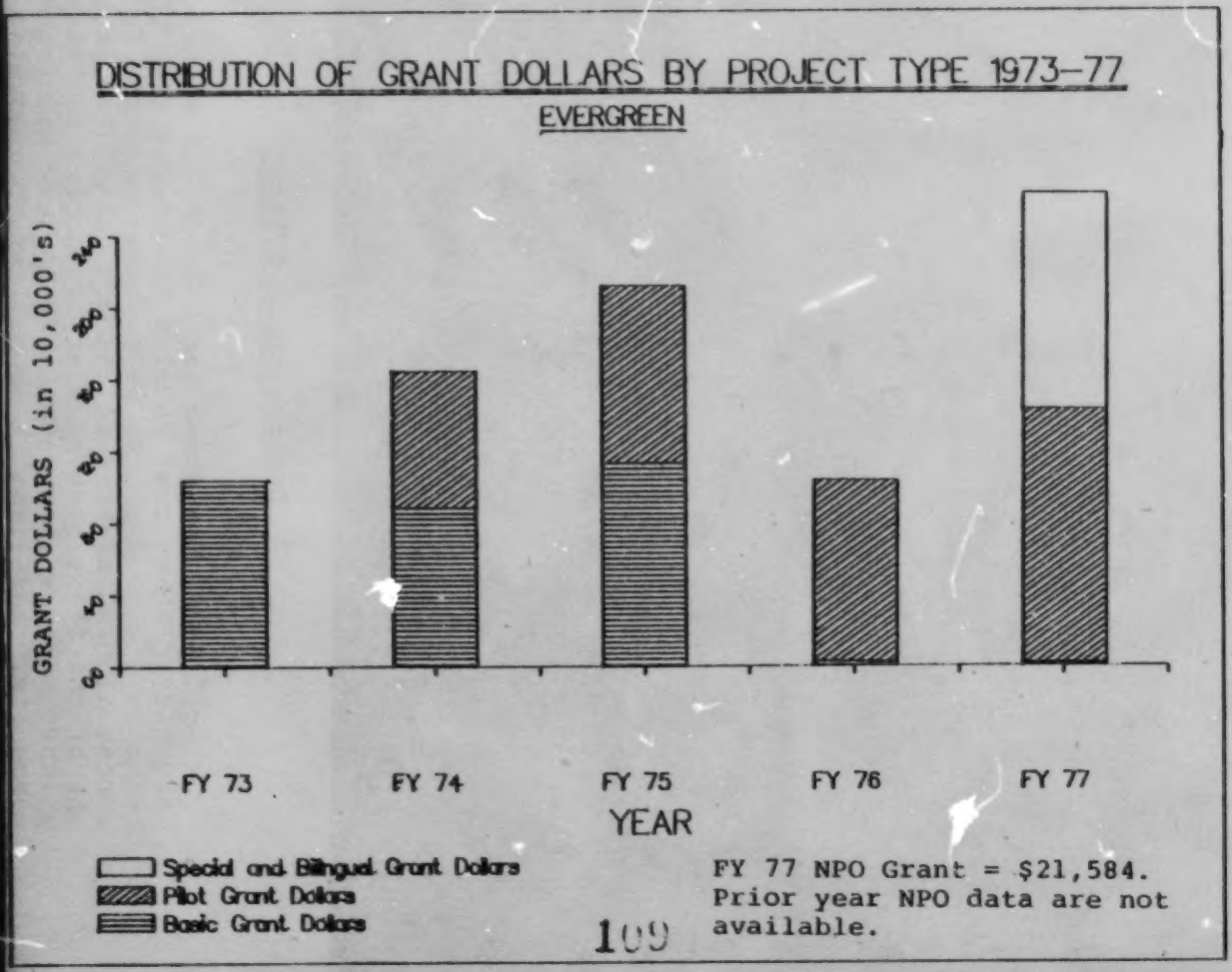
Evergreen is a small, suburban district in the mid-west which experienced substantial change in its racial/ethnic enrollment over a short period of time as a result of an outward migration of the minority population from the neighboring center-city area. The largest changes took place prior to 1972 (when the minority enrollment proportion increased from 24 in 1968 to 56 in 1972). The district adopted a voluntary plan in 1973 which left the elementary schools as neighborhood schools, and paired two junior high schools into a middle school (grades 6-7) and a junior high school (grades 8-9). The single high school was unaffected by the plan. The minority composition of the elementary schools remains highly imbalanced.

The district used its fourth year of Basic[1] and Pilot[2] funds (a total of $260,000) to provide remedial services in basic skills and counseling services to create positive interpersonal relationships. Evergreen was also served by a small ($20,000) NPO project. (See Figure 1). The Pilot project was focused in one elementary school and the high school, while the Basic project was located in the middle school. The junior high component of the Basic project had not been implemented at the time of this site report. The same elementary school has been the center of Pilot services for 4 years; no replication has been attempted in other schools. Title I, ESEA also provided remedial services to the primary grades in six elementary schools.

Desegregation History

Until 1964, Evergreen had been an all white community. After that year, a few blacks from the city began buying houses. In 1968, under pressure from a strong liberal element in the community, Evergreen enacted one of the first open housing ordinances in the state, which further encouraged blacks to seek housing in the community. Additionally, a builder of a housing subdivision began actively recruiting minority purchasers for his homes. As a result, large numbers of minorities began moving into the community at the same time (1968-70)

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
EVERGREEN
GRANT DOLLARS (in 10,000's)
0
40
80
120
160
200
240
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grant = $21,584.
Prior year NPO data are not available.

that the community was highly polarized with issues of racism and the involvement of the United States in the war in Vietnam.

In 1970, a period of student unrest culminated in the burning of the high school assembly hall and the subsequent one week cancellation of classes. The community, which had prided itself on its liberalism, was deeply shaken by these events. Under leadership established by an already existing community education grant from a foundation, small groups of community members, school personnel, and students met to discuss problems and interracial tensions in the community. These groups formed the core for two school-based committees. One committee was responsible for recommending a discipline code for student behavior, the other, a curriculum committee, assessed the changing curricular needs of the school district which, within the space of 6 years, had become predominantly minority.

In addition to these efforts, the community began to address the issue of formal desegregation of its schools. At that time, the schools were organized into 10 elementary schools, one sixth grade center, two junior high schools and one senior high school. Under this organization, all students in grades 10-12 attended the senior high school. Elementary school attendance zones were based on neighborhood boundary lines. A number of school board members proposed that all the grades in the district be reorganized into various grade centers. This plan would assure the desegregation of all schools.

A school board election was held following these proposals, and a majority of members were elected to the board who favored a modified implementation of the desegregation proposals. The current desegregation plan, which was adopted in 1973, was a result of the actions of that elected school board.

The desegregation plan had three elements, which corresponded to a reorganization of grade levels in the district. The neighborhood concept was retained for grades K-5. The school board created a middle school for all students in grades 6 and 7 and a junior high school for all students in grades 8 and 9. The middle school was established in two adjacent buildings. One building had previously served as a junior high, the other as an elementary school. The students who would have attended that elementary school were transferred to other schools closest to their homes. The new junior high for the

entire district was established in a building that had formerly housed one of the district's two junior high schools.

Implementation of the 1973 plan eliminated minority isolation at the middle and junior high schools, which were the only two schools affected by the plan. The elementary schools, however, continued to be racially imbalanced. The expected racial composition of the eight elementary schools in Evergreen was that four elementary schools would have minority enrollments of more than 75 percent, three elementary schools would enroll between 40 and 55 percent minority students, and one elementary school would have a minority enrollment of 4 percent. Current data on the racial composition indicate that the minority enrollment at one elementary school remained under 10 percent and the minority enrollment at the four schools that were over 75 percent minority increased to over 90 percent.

District respondents reported that the plan had affected the community in a number of ways. Initially, the plan accelerated the number of white students entering private schools at all grade levels. The presence of one predominantly white elementary school was sufficient, however, to keep white students in that school. Although many parents chose not to send their children to the public schools after elementary school, a significant number of private school students returned to the public high school after they had completed ninth grade in private or parochial schools. Currently, respondents reported that the number of white students in the district has stabilized over the past three years. These staff members cited the willingness of whites to buy homes in the area as an indication of the stability of the neighborhood and the reputation of the schools.

Figures 2 and 3 provide information on selected district characteristics in Evergreen. In 1974, blacks comprised 65 percent of the district's enrollment (see Figure 2). Figure 3 shows the dramatic increase in minority enrollment between 1968 and 1974. In 1968, blacks composed 24 percent of the total enrollment; by 1974, the percentage was up to 66. During the same period there was a slight decrease in total enrollment. Between 1974 and 1977, total enrollment and minority enrollment remained nearly the same. The racial imbalance index showed a slight decrease between 1972 and 1974, indicating that the implementation of the desegregation plan in 1973 had a slight effect on changing the racial composition of

FIGURE 2

PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974

EVERGREEN

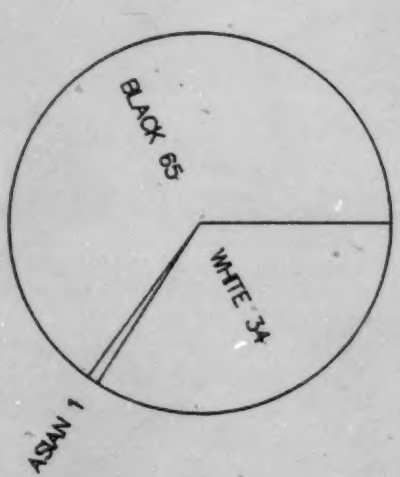
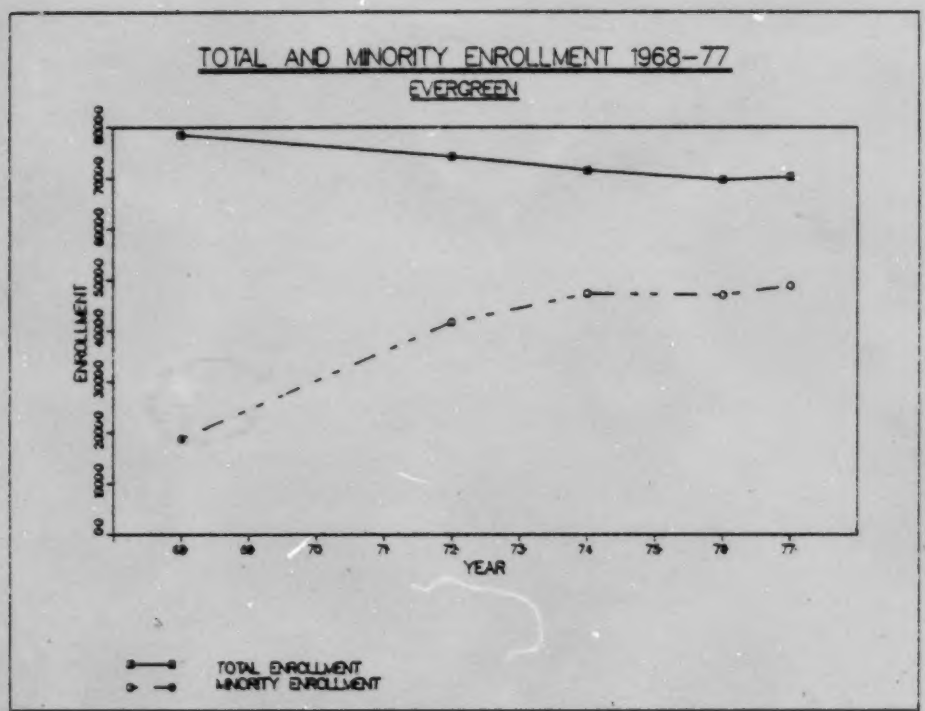
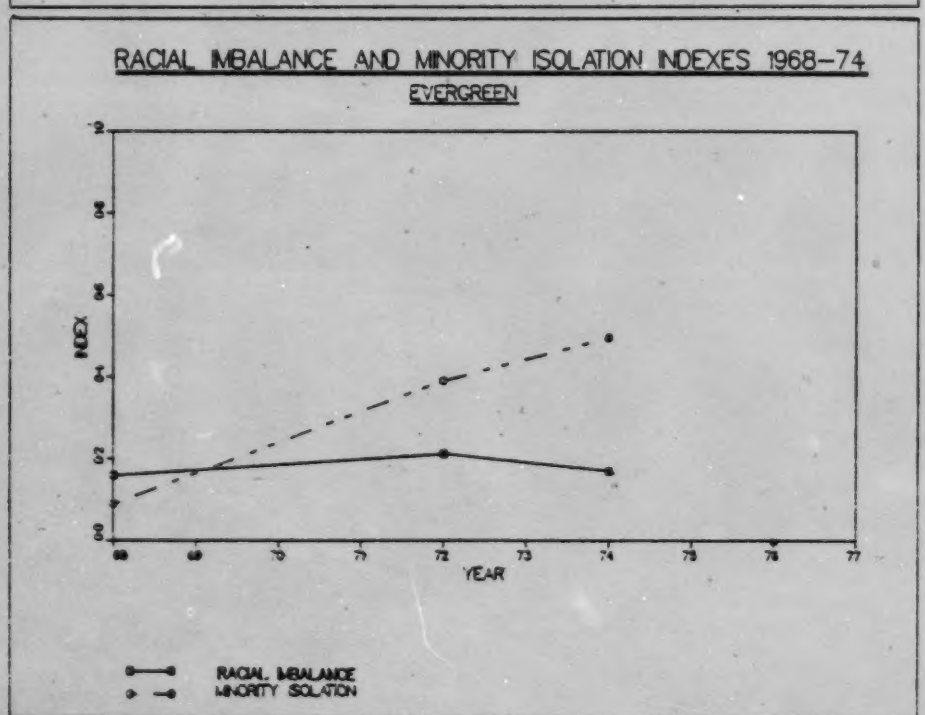


FIGURE 3


TOTAL AND MINORITY ENROLLMENT 1968–77
EVERGREEN
ENROLLMENT
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT


RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–74
EVERGREEN
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

the district's schools. The minority isolation index, however, increased steadily between 1968 and 1974, indicating that in 1974 a significant number of students attended schools that had an enrollment of over 50 percent minority.

Expenditure data showed that educational costs in Evergreen were high. The district had a relatively high teacher salary (the district average was 33 percent greater than the state average) and a relatively high per pupil expenditure (the district average was 49 percent greater than the state average). The ratio of pupils to teachers was also relatively high (the district average was 12 percent greater than the state average). Federal revenues comprised 10 percent of the district's total revenues.

Needs

Respondents in Evergreen agreed that the most difficult time for the community had been the period immediately before implementation of the desegregation plan. Area churches, community groups, and the school district, aided by the foundation grant, worked to bring about the recognition that minority students had needs that were not being met by the district. The district then made additions to standard curricula, purchased additional teaching materials, and hired additional minority personnel at both the district and the school level.

Currently, Evergreen respondents believed the major problems were the disparity between minority and whites in achievement scores, disruptive elements in classrooms, and the need to establish minority students' motivation to learn and to improve their attitudes towards school, especially in the early years. Respondents felt that the current level of the services which addressed these problems should be expanded. Some respondents also believed that there was a continuing need to sensitize staff and students to interpersonal and interracial relations.

A number of respondents felt that the school district had to make further efforts to meet the needs of lower socio-economic students who were now enrolled. The lack of vocational educational opportunities and curriculum,

and career counseling were frequently mentioned as major district needs. These respondents felt greater efforts needed to be made to reach parents in order to ensure their support for the schools and general education. Some believed that more social workers were necessary to make home visits and to help transitory families whose children attended no school regularly. Basic health services were also noted as a need.

In addition, the district has had difficulties financing its schools. A recent request for a tax increase was voted down by the community. Several respondents attributed the negative vote to the large proportion of the population that is either elderly, without children, or with children enrolled in private schools.

The Pilot Project

The Pilot project has been funded for 4 consecutive years. In FY 77, Evergreen received about $140,000 for remedial services in one elementary school, and basic skills and counseling services in the high school.

The elementary school component was focused on reversing the decline in student reading and language achievement, and on reducing the disparity between minority and non-minority students in reading and language ability. The students in each class were assigned to groups of 4 or 5 and provided daily instruction for one hour in basic skills. The students with the more significant problems remained with the regular classroom teacher; other students were assigned to para-professionals funded by ESAA. Thus, all students in this 96 percent minority school (with an enrollment of 434) received small group instruction. A significant part of the instruction involved increasing students' motivation. This was accomplished by providing field trips and multi-ethnic materials. The project funds provided support and training for seven paraprofessionals and a reading specialist.

This component was implemented in the one elementary school as a result of the principal's initiative in the original Pilot application. Respondents indicated that in the next year a request was made to expand the project, but Regional EEOP personnel told them they could not obtain a larger grant. District personnel have not

sought, therefore, to expand the project beyond the one school through larger ESAA requests or through their own revenues, which are severely limited.

The senior high school component was aimed at providing an alternative learning situation for poorly adjusted students in order to minimize and prevent suspension or expulsion. Its purpose was to improve student attitudes and academic achievement. To accomplish these goals, tenth and eleventh grade students who were identified by teachers, guidance counselors, attendance personnel, and others as being poorly adjusted to school or as having academic difficulties were given intensive training in the basic skills of reading, language development, and mathematics. The students were enrolled in two to three academic classes per day where they were either given individualized instruction or instruction in small groups from one of the three ESAA funded teachers or were provided additional counseling by the ESAA counselor. The project staff, which had been supported by ESAA for 4 years, felt that they had been effective in improving students' attitudes towards school and therefore in reducing the need for disciplinary actions.

Two non-public schools participated in the compensatory components of the Pilot project. As requested in the application, 327 non-public students (of whom 105 were minority) would receive services from the public school project team. All facilities remained in the public schools but the non-public schools received testing materials workshops and consultants, supplied by ESAA funds.

The Pilot application requested but did not receive funding for a component whose objective was to identify gifted and talented minority kindergarten children. The reasons why this component was not funded were not clear to the ESAA staff. The component would have had three objectives: (1) identifying gifted and talented kindergarten pupils; (2) providing programs to meet the needs of gifted and talented children; and (3) changing teacher attitudes and raising teacher expectations for minority children. To accomplish these objectives the district would have administered a kindergarten testing program, established an extended day, racially integrated classroom with enriched programs, and designed activities to increase kindergarten teachers' abilities to recognize and meet the needs of gifted and talented students.

The Basic Project

The Basic project ($120,000) focused on remedial reading and guidance services to students in the middle school (sixth and seventh grades). At the time of the site visit the junior high school guidance program had not been implemented.

The objective of the remedial reading component was to reduce the disparity in achievement scores between minority and non-minority students by providing remedial instruction using multi-ethnic materials. Students selected for the project were those most disabled in reading. ("Disabled readers" is a term defined by the state to classify students with below grade level reading achievement.) Each of the two ESAA reading teachers was responsible for five 1 hour classes of eight students. Students were assigned to an ESAA class, which met daily, in the place of their regular reading class. Approximately 80 students were being served.

The middle school counseling component was aimed at reducing racial tension and instances of negative interpersonal relationships. ESAA provided two counselors who were given guidance duties. Each had responsibilities for 30 of the students identified by teachers and other staff as among the most difficult in the school. These students were provided with individual, group, and family counseling to produce greater self-understanding and better interpersonal relationships. Each counselor supplemented the guidance program by meeting regularly with the target students' classroom teachers.

The major objective of the counseling program at the junior high was to provide effective counseling for eighth and ninth graders, focusing on attitudes towards school, and educational and career goals. Although the component was not yet implemented, it was described as a guidance program in which each adult in the school building, including support staff such as custodians, would be assigned responsibility for approximately 10 students. The adult role would involve developing a continuing relationship with the student and his/her family during the student's attendance at the school.

The counseling component in the junior high school, as described by project staff, was significantly different from the component presented in the application. The application indicated that the junior high school guidance

component would serve 50 eighth and 50 ninth grade students who had not achieved specified standard developmental tasks. According to the application, the component would place a heavy emphasis on career guidance.

ESAA NPO

ESAA funded an NPO ($20,000) in Evergreen which provided school-community relations services and a camping program similar to outward bound. The objective of the school-community component was to provide a communication medium between the school system and the community it served. The component was aimed at the parents of pre-school children. The NPO provided orientation meetings for residents who were new to the community to build a positive image of the school system.

Other Federal Programs

Six elementary schools were Title I, ESEA schools. Title I activities were also focused on remediation. The services, however, were targeted on kindergarten and first grade students. In the school served by the Pilot project, Title I provided a reading teacher who met daily for 30 minutes with first grade pupils. The Title I students had been previously identified in the kindergarten screening component of Title I as needing remediation in language development skills.

Title IV-C, ESEA funded a program similar to the senior high school component of the ESAA Pilot project. The purpose of the project was to design a basic learning program for students before they "drop-out" of high school. Students were eligible for the program if they scored in the normal range on intelligence tests but had visual or sensory perception problems. Program activities emphasized learning through means other than the printed word.

Title IV of the Civil Rights Act ($28,000) provided an advisory specialist who assisted the district staff in promoting interracial understanding and non-discriminatory actions among district staff. The advisory specialist conducted in-service education in interpersonal relations.

Further Observations

Evergreen received Basic and Pilot funds for four years to provide essentially the same services and with the same objectives as described in this year's projects. Respondents explained that very little had been done to update the needs assessment sections of the proposals since the submission of the first applications. The same elementary school has been included in the Pilot project each year. Respondents also noted that the longer the projects were provided in the district, the easier it was to convince regular teachers of the merit of the projects.

FOOTNOTES

1 Evergreen applied for a Basic grant, but their application was transferred to, and funded under, the Special grant category for districts implementing non-required plans.

2 The Pilot project was the primary focus of this site report.

HEMLOCK

Introduction

Hemlock is a small, southwestern border town with an almost 90 percent Hispanic population. In 1973 Hemlock implemented a voluntary plan to eliminate the isolation of its Hispanic and Anglo student populations. Major components of the plan included desegregation at the classroom level and the provision of bilingual education. The plan has been generally well accepted by the community.

Hemlock received its first Bilingual ESAA grant in 1977 ($246,000).[1] In addition the district received its fifth consecutive Pilot grant ($211,000) and a Non-Profit Organization grant ($110,000). (See Figure 1). These grants, as well as other Federal (Title VII, ESEA) and state monies have all been used to develop and enhance a total system of bilingual education. The projects funded differed primarily in the age and grade of children served.

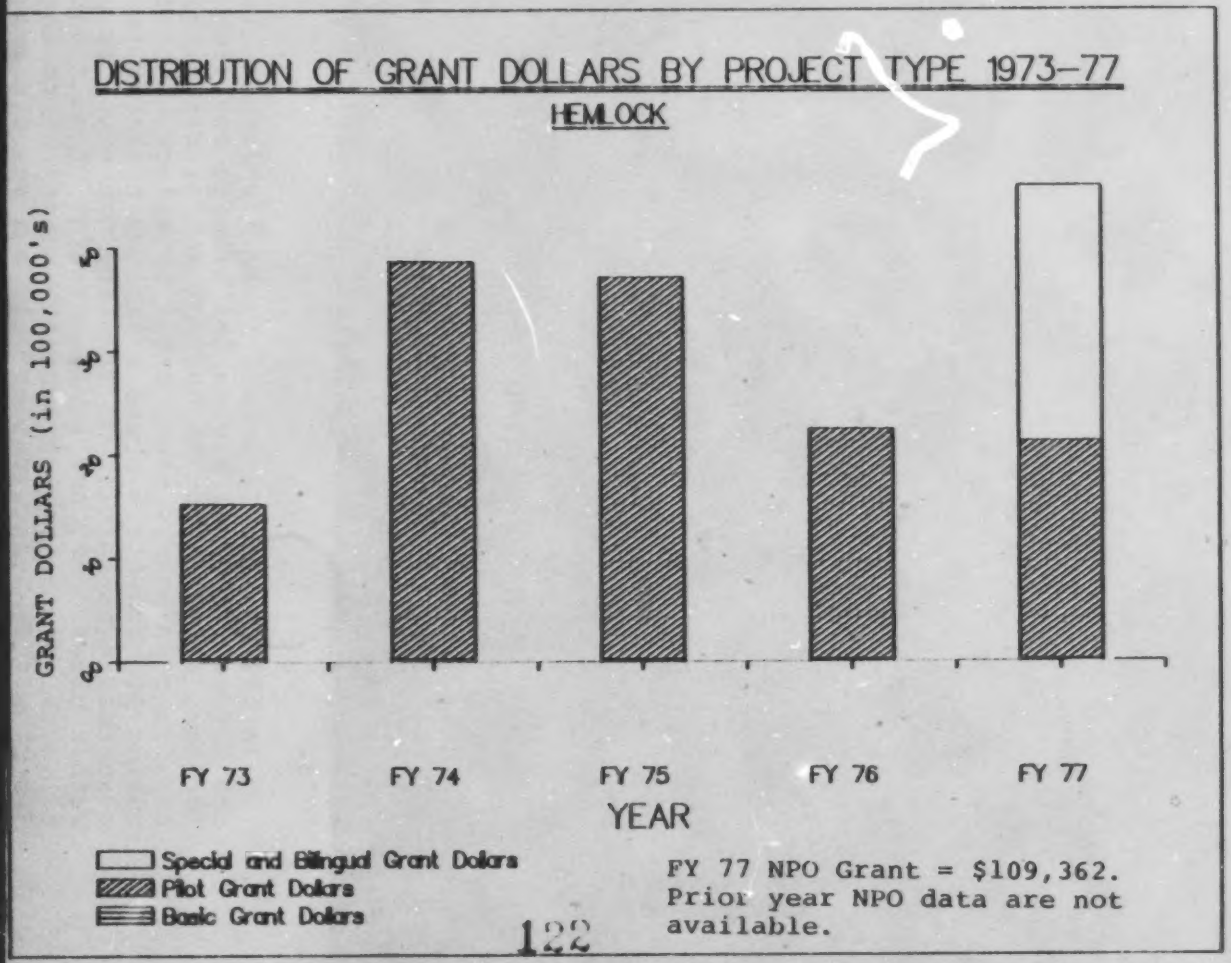
Respondents viewed ESAA as a vehicle for implementing the plan and accomplishing full desegregation, while significantly increasing educational opportunity and achievement for all students.

Desegregation History

Until 1954 Hemlock had a one room school which served all the district's black students. This facility was voluntarily abandoned after the 1954 Supreme Court decision ordering school desegregation. Anglo students, however, continued to "self-segregate" until the early 70's.

In 1972 Hemlock's school superintendent called upon the Office for Civil Rights for help in devising a plan for desegregation of the Hemlock school district. The resultant voluntary plan, still in effect, included some busing of students,[2] human relations training for teachers, equalization of minority/non-minority ratios within classrooms, and implementation of multicultural, bilingual educational programs. According to the district's ESAA application, all six schools and 4,700 students in Hemlock were affected by the desegregation plan.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
HEMLOCK
GRANT DOLLARS (in 100,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grant = $109,362.
Prior year NPO data are not available.

According to one district official, the town of Hemlock was initially supportive of the plan. The plan was carefully introduced to small groups before being presented in large meetings. The official noted that the plan was supported by a number of non-minority community members who were helpful in gaining its acceptance.

The following year, however, a small group of families attempted to have the plan rescinded and bussing halted. They were unsuccessful. Respondents stated that a number of the protesting families then moved from the school district. Respondents felt that the great majority of Hemlock's population was, and still is, in favor of the increased emphasis on Hispanic culture and language brought about by the plan and the ESAA Pilot funding that followed.

Hemlock, with a total public school enrollment of 4,700, is located near the Mexican border. Community ties to Mexico are strong. Eighty-eight percent of Hemlock's students are Hispanic; a third of all students were born in Mexico. While it is difficult to determine how many students came from homes in which the Spanish language and culture predominate, school officials estimated 75-80 percent. Approximately 10 percent of students are classified as "Anglos."

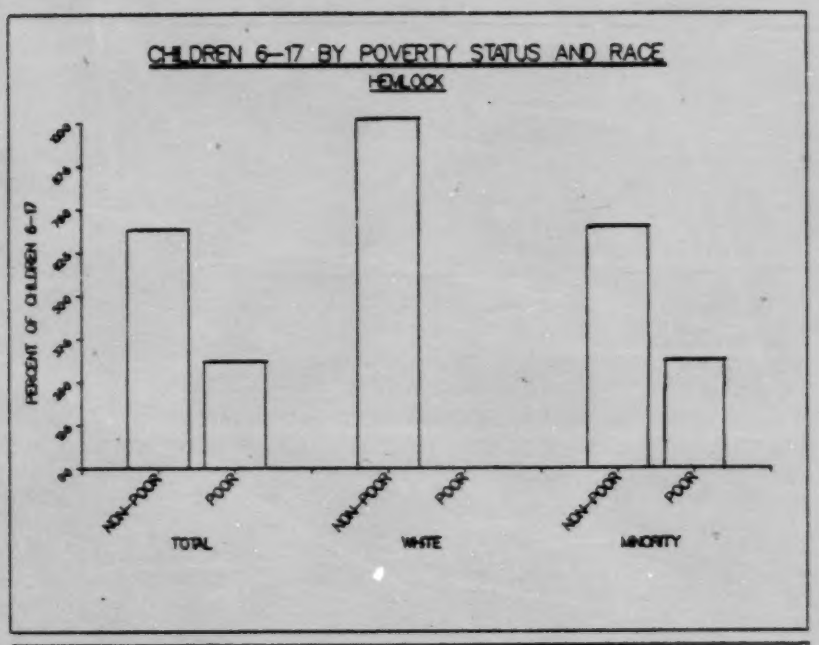
In 1970, 32 percent of the minority children aged 6-17 were from families with incomes below the Census defined poverty level. (See Figure 2.) Also in 1970, few students in Hemlock attended private school; those who did were non-minority.

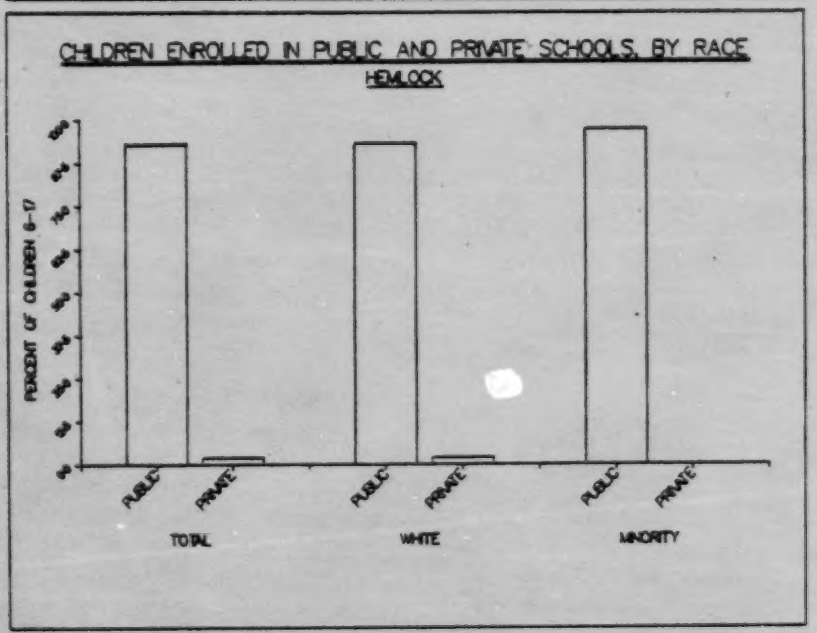
Hemlock has a limited school budget. Expenditure data showed that expenditures were relatively low but the ratio of pupils per teacher was relatively high. The average annual salary for instructional staff in Hemlock was 7 percent less than the state average; the average per pupil expenditure was 21 percent less than the state average. The average number of pupils per teacher was 15 percent greater than the state average.

Needs

A high percentage of Hemlock's students speak Spanish as their first language. Respondents unanimously reported that large numbers of these students require special assistance to achieve English fluency necessary for

FIGURE 2


CHILDREN 6–17 BY POVERTY STATUS AND RACE
HEMLOCK
PERCENT OF CHILDREN 6–17
NON-POOR
POOR
TOTAL
WHITE
MINORITY


CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
HEMLOCK
PERCENT OF CHILDREN 6–17
PUBLIC
PRIVATE
TOTAL
WHITE
MINORITY

academic success. At the junior and senior high school level, the inability to absorb English language material severely limits acquisition of new ideas, skill development, and self confidence.

Respondents at the school level further noted that for most people in Hemlock, Spanish is an oral language, a border dialect very different from Spanish used elsewhere in Mexico. The written Spanish to which students in the community are exposed is functional, not literary. Thus students are hampered academically in Spanish as well as English.

Bilingual Project

To address these needs Hemlock requested a $400,000 Bilingual ESAA grant to provide in-service training and support staff (teacher aides primarily) for teachers who would conduct their regular classes in both Spanish and English. The proposed project was to include both the elementary and secondary schools.

The actual grant received, $246,000, was little more than half the requested amount, and the project therefore had to be reduced in scope. The target group was limited to students in the first year of junior high and students in the first year of senior high. According to respondants, the district chose to concentrate the project at the secondary level since bilingual programs had existed at the elementary level for several years.

Approximately 1,300 senior high students and 600 junior high students attended bilingual classes at least part of the day. Bilingual classes could be elected by any student; there were no specific selection criteria.

In the bilingual classes all concepts were explained in both languages. Respondents felt that this benefited not only Hispanic, but also Anglo students, who were afforded an enriched bilingual experience. This approach was also perceived as an opportunity to teach grammatically correct Spanish as well as English.

An attempt was made to include some courses from each subject area in the project, thus increasing the academic opportunities for Hispanic students. Respondents pointed out that prior to the ESAA project most students who

lacked a good command of English could not enroll or make passing grades in advanced courses. Now a variety of such courses were available to them.

The ESAA Bilingual grant supported a project administrator, two resource persons, and 43 teacher aides. Teachers volunteered to take part in the project. The teachers who chose to participate received in-service training and aides were placed in their classrooms. Most participating teachers and all aides were fluent in both Spanish and English.

By January 1978, about 35 teachers had taken part in the in-service training. A new ESAA director had been hired for a 6 month period to continue intensive bilingual, bicultural training. The new director is the Chairman of the Department of Education at a western university and an expert in teacher training for bilingual programs. He accepted the Hemlock position in order to test in a "laboratory setting" the pedagogical concepts developed at the university. Respondents expressed optimism about the impact his expertise would have on their project.

The bilingual project also provided services to a Roman Catholic parochial school, which by 1978 had an enrollment which was over two-thirds minority. The grant provided funds for instructional aides and equipment and other professional assistance to 110 minority staff and students.

Respondents indicated that Hemlock has experienced a number of problems in implementing its bilingual project. A major problem noted was the difficulty in attracting and keeping qualified teachers. The demand for graduates of college programs with training in ESOL (English as a second language) or bilingual teachers is great and the supply limited. Administrators stated that Hemlock's low starting salary (less than $9,000) placed the district in a poor competitive position, and beginning teachers often moved on after a year or two of experience. Thus many of the teachers involved in the bilingual project have been volunteers from the system's regular staff. Many of the teachers were bilingual, but suffered from the same deficiencies in the written language experienced by their students.

Respondents also pointed to the difficulty in obtaining appropriate learning materials. They felt that Spanish textbooks from Mexico did not meet the needs of students in this southwestern school system. The problem was compounded by the fact that many students were not ready to use either Spanish or English textbooks at the appropriate grade level without a great deal of help in reading skills.

Respondents also stressed that both the year to year ESAA funding and the lateness of the date on which funding was received negatively impacted on the project. Qualified bilingual teachers were hard to retain under any circumstances; holding up their contracts until September worsened the situation significantly. Moreover, pre-service training in the skills needed to effectively implement the project at the beginning of the school year could not be provided.

Pilot Project

Hemlock has received a Pilot grant each year of the ESAA program's existence. Initially the Pilot project included reading, math, and bilingual components. However, needs have changed and other resources have become available. For the current school year, all Pilot funds were directed to bilingual projects in the elementary schools.

In FY 77 Hemlock received $211,000 of the $250,000 requested. These funds supported eight teachers, placed in regular elementary classrooms, who taught concepts in both languages. Respondents stated that with such bilingual teaching, children made progress in learning concepts even before the second language was mastered. Thus children could be promoted with their classes even if English had not been mastered.

Non-Profit Organization Project

A $110,000 ESAA NPO grant supported a pre-school program that emphasized reading readiness and school preparation skills. Respondents viewed this project as an integral part of the community's total bilingual education program.

Other Federal Programs

Hemlock received grants under Title I, ESEA and Title VII, ESEA. The Title VII, ESEA grant supported a bilingual project that complemented the project funded by ESAA. The Title I grant was used for compensatory education at the elementary level. In all, Federal revenues provided 11 percent of the district's total revenues.

Hemlock received a $154,000 Title VII, ESEA grant to provide assistance in English to students newly arrived from Mexico. Students were identified as they entered the school system and were tutored in small groups. They were helped during the summer and followed during the school year. Emphasis in this program was placed on helping students to gain sufficient language skills to function in the school environment.

Hemlock's Title I, ESEA funds were used in all Hemlock elementary schools to support compensatory reading and math programs for students scoring in the lowest quartile on standardized tests.

Further Observations

Respondents consistently stressed the school district's commitment to full desegregation and to the concept of bilingual/bicultural education rather than merely the teaching of English as a second language. As an indicator of this commitment they pointed to the fact that the district has marshalled a variety of Federal and state resources to implement bilingual programs.

Hemlock's teachers and administrators indicated that they saw value in many of the customs, attitudes and behavior patterns of the Hispanic culture. For example, when asked about absenteeism, school personnel responded with a description of Hispanic family structure. They felt that children might be absent from school for reasons that were totally valid within the context of their lives - trips to see relatives in Mexico, family crises, the need to help at home. This accepting attitude may explain the fact that respondents did not mention behavior or discipline problems as needs of the school system.

School administrators in Hemlock identified the requirement to desegregate as the greatest value of ESAA. They stated that in their district ESAA served as "the carrot and the stick" making it possible to stress bilingual, bicultural education, not at the expense of the Anglo students, but to the benefit of all the students. A school official said that he saw ESAA as "a vehicle for imaginatively overcoming the effects of segregation."

FOOTNOTES

1 Hemlock's Bilingual ESAA project is the focus of this case study.

2 Students bused under this plan were those already riding the school bus from the edge of town. They were rerouted to effect desegregation in totally minority schools.

HICKORY

Introduction

Hickory is an urban, midwestern school district with a total enrollment of 28,000 and a minority enrollment of 6,000 in 1977-78. The district's first efforts to voluntarily desegregate its schools date back to 1961 with the creation of a unified school district. In 1974, a redistribution plan was implemented which was successful in desegregating all of the district's 36 schools.

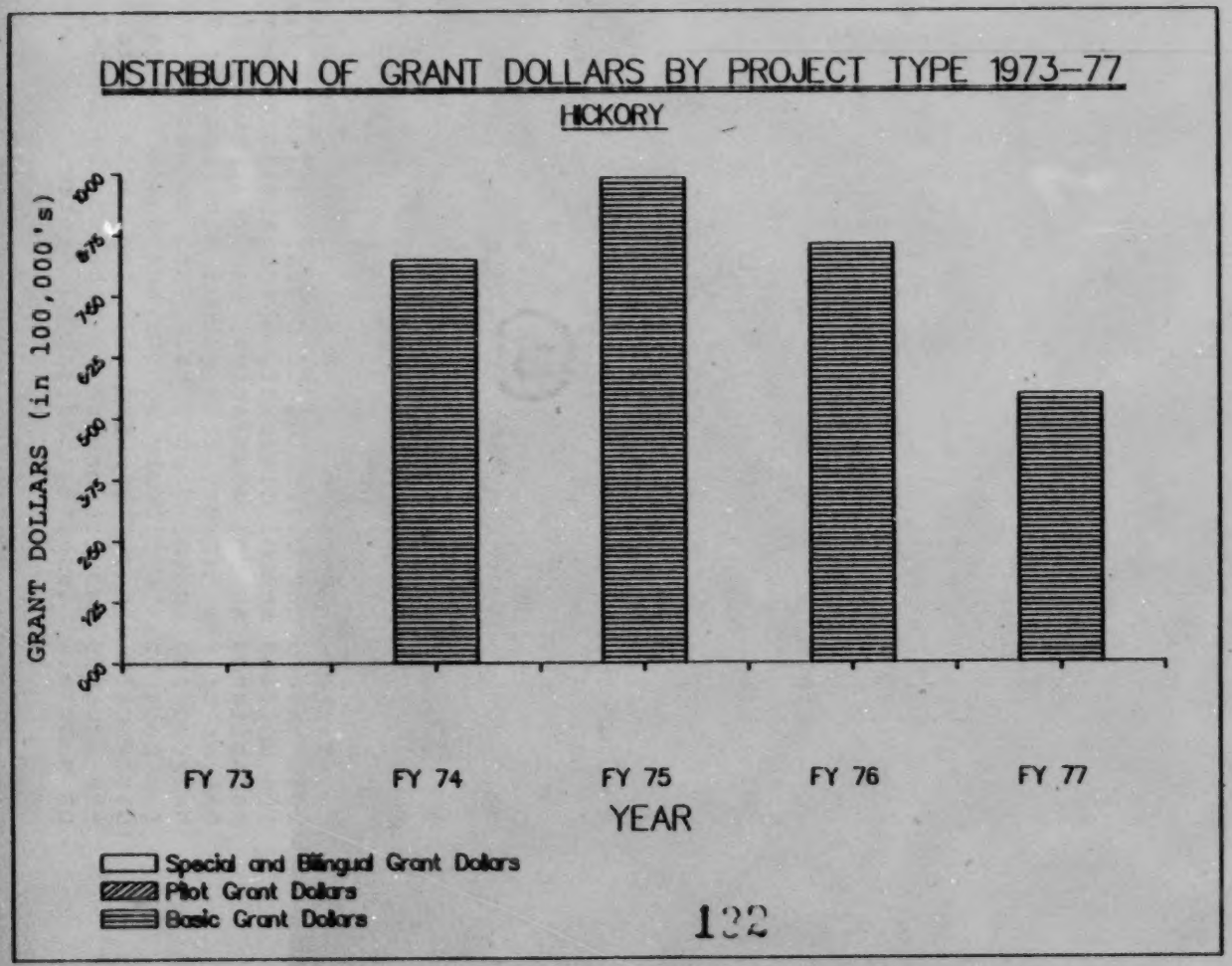
In FY 77, Hickory was awarded its fourth consecutive Basic ESAA grant ($547,000). (See Figure 1). Previous ESAA grants had been focused primarily on basic skills, but the FY 77 project was designed to improve student-staff relationships and ensure a smooth movement from desegregation to integration in the classrooms. It was targeted at the district's entire student and staff population.

Respondents felt that the initial ESAA funds had contributed to a smooth implementation of the district's plan. ESAA had provided workshops and information dissemination to the community. District respondents also noted that there were no similarities between ESAA, which provided human relations activities, and Title I, which provided remedial services in communication skills to students in kindergarten through grade six.

Desegregation History

The creation of the Hickory Unified School District in 1961 marked the beginning of desegregation in Hickory. The unified school district, which abolished previously established school boundaries, was the result of the merger of the Hickory city school district and the 25 neighboring school districts. This voluntary action on the part of the Hickory school board was indicative of the district's efforts to eradicate the racial imbalance in the schools and its desire to achieve the long-range goal of a totally desegregated school system.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973-77
HICKORY
GRANT DOLLARS (in 100,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars

Student reassignment at all secondary schools and six elementary schools was used as a first attempt to alter the uneven distribution of minority and non-minority students. However, a policy of arbitrary and selective student reassignment did little to effectively desegregate the schools. A growing minority student enrollment was also cited as a contributing factor to the failure of student reassignment to desegregate the schools. The district's ESAA application presented data which showed that the minority enrollment in Hickory increased from 12.5 percent in 1963 to 20 percent in 1975.

As a result, the district initiated a new phase which attempted to desegregate the schools in a more systematic manner. The new plan was adopted in early 1975 and implemented in 1975-1976, the second year the district received ESAA funds. The redistribution plan applied to the elementary schools and had three main features:

1. the percentage of minority children in a school could not exceed a range of 17-25 percent;

2. the reassignment of minority students in any elementary school which exceeded the range to outer city schools; and

3. the construction of three "optional" schools with a policy of open enrollment.

The number of students reassigned under this plan was about 2,000, of whom 63 percent were minority.

District respondents stated that although there had been little opposition to Hickory's desegregation plans, 1974-75 was the year the district encountered its greatest desegregation related problems. There was much dissatisfaction among minority parents who felt they had to bear the brunt of the desegregation process, since primarily minority students were being reassigned. There were also internal problems in the secondary schools, resulting from friction between racial groups, which spilled into the community and involved many parents. Most respondents credited the district's initial ESAA grants with alleviating these problems. The ESAA funds were used to sponsor workshop sessions for students, parents and teachers, thus initiating among the three groups. ESAA funds were also used to sponsor in-service staff development workshops for teachers and to disseminate desegregation information to the community

through civic and religious organizations. As a result, the entire Hickory community was made aware of the district's desegregation plan.

Total enrollment declined in Hickory between 1968 and 1977. Minority enrollment increased slightly during the same period. (See Figure 2.) The minority isolation index remained unchanged between 1968 and 1974, indicating that some minority students continued to attend schools over 50 percent minority. The racial imbalance index declined slightly. However, the district's most recent desegregation plan was not implemented until 1975 and its effects are not shown in these data.

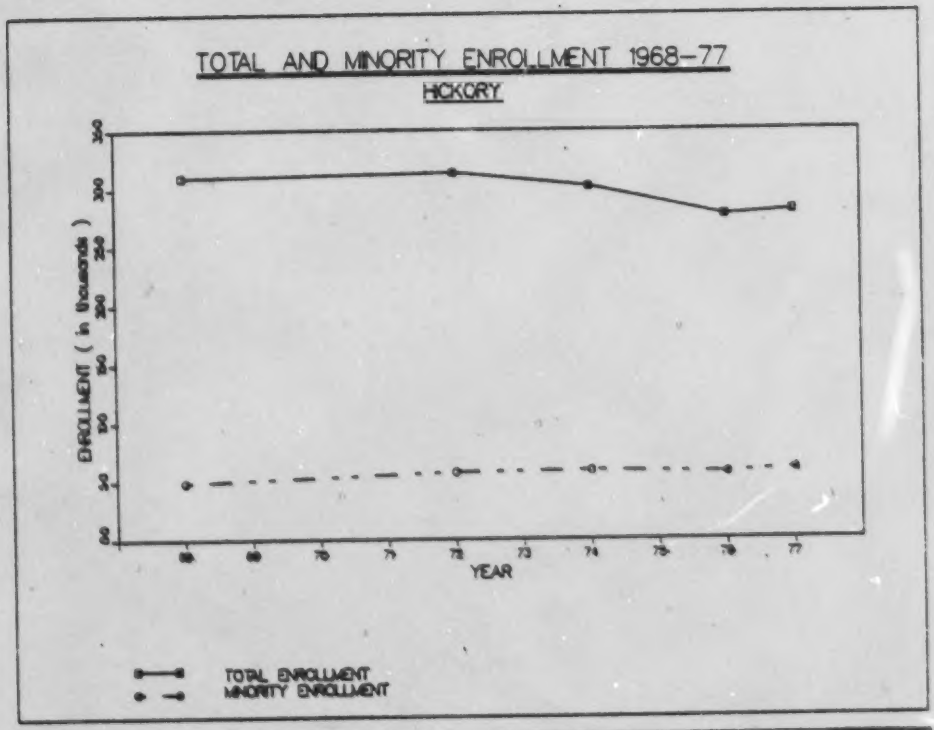
In 1974, white students comprised 81 percent of the total enrollment. In 1970, 8 percent of the children aged 6-17 in Hickory were from families with incomes below the Census defined poverty level. (See Figure 3.) A smaller percentage of minority children were from families with incomes below the poverty level than white children. About 20 percent of the white children in Hickory were enrolled in private schools in 1970.

Expenditure data showed that Hickory had a relatively low teacher salary (the district average was 10 percent less than the state average) and a relatively low ratio of pupils per pupil (the district average was 8 percent less than the state average). The district also had a relatively high per pupil expenditure (the district average was 24 percent greater than the state average). Federal revenues comprised 5 percent of the district's total revenues.

Needs

Respondents generally felt that any problems in Hickory were no longer desegregation related, but arose out of the integration process. "Second generation" problems such as tracking, special programs, and the attitudes of teachers and administrators were reported. Discipline was another problem cited. Respondents considered that to be a consequence of the non-minority population's lack of understanding of the backgrounds of the minority students.

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968-77
HICKORY
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

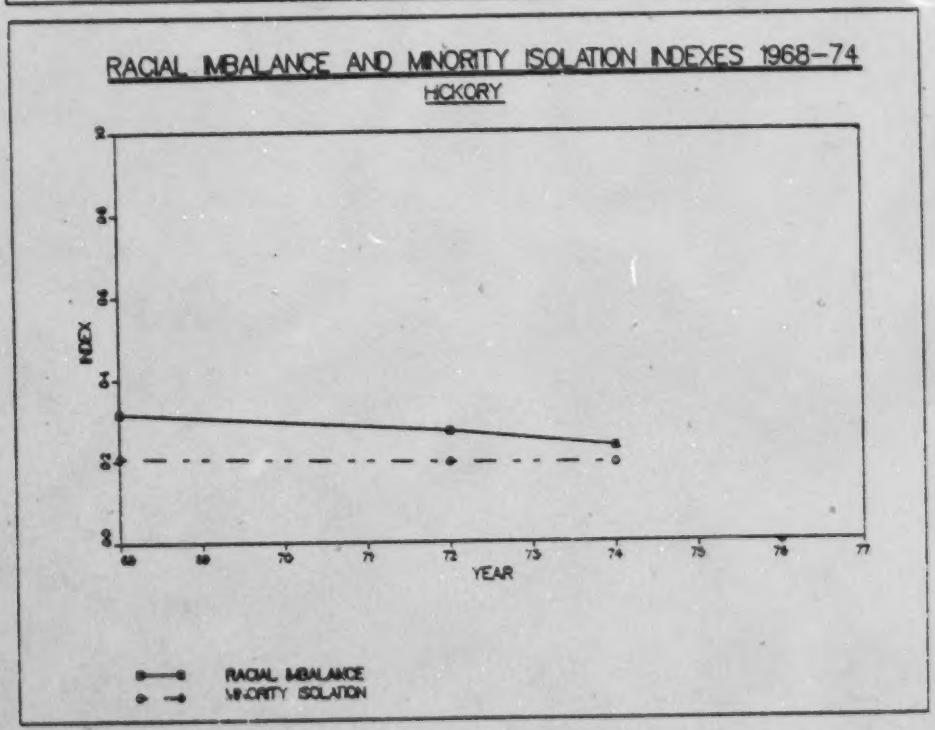
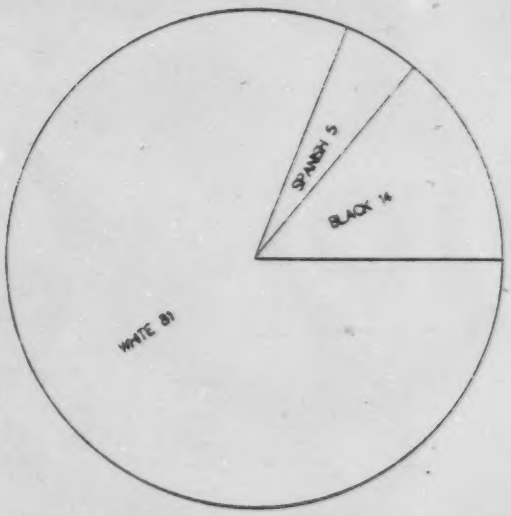

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968-74
HICKORY
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

FIGURE 3

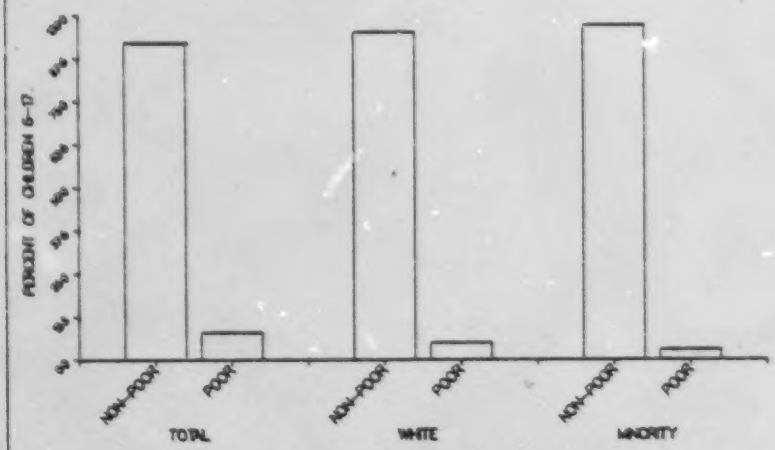
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974

HICKORY



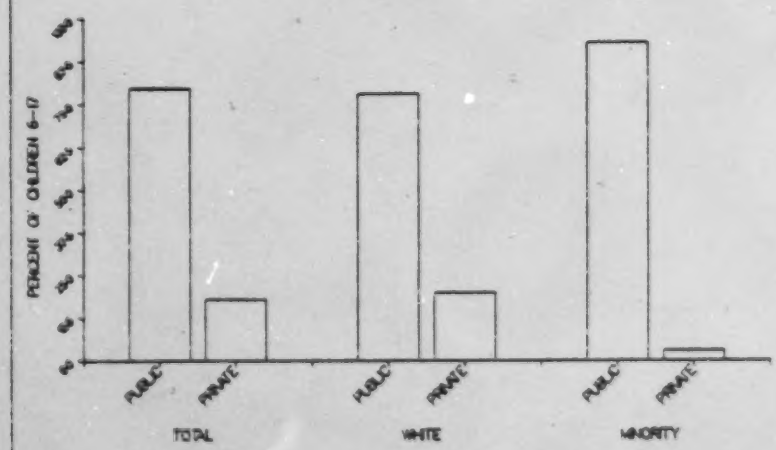
CHILDREN 6–17 BY POVERTY STATUS AND RACE

HICKORY



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE

HICKORY



District respondents expressed concern over maintaining the desegregated status of the Hickory public schools in view of a growing minority student population and a declining total enrollment. Respondents stressed the district's commitment, in practice and policy, to the maintenance of quality educational programs to circumvent the threat of large numbers of white children leaving the school system.

Respondents perceived that in order for students to feel secure within an integrated school setting it was necessary for emphasis to be placed on activities which would ensure improved intergroup and multicultural understanding.

The Basic Project

Hickory received its fourth consecutive ESAA Basic grant in FY 77. Whereas previous projects had focused primarily on basic skills, the major focus of this year's project was human relations. The focus was changed this year because Hickory had the highest achievement levels in the state and district officials (as well as Regional ESAA officials) felt that there was a greater need to improve student-staff relationships. This year's project also differed from previous projects in that it was targeted on all students and faculty members in the school system.

The Basic project had three major objectives:

1. to help the movement of schools from a desegregated status to an integrated status;

2. to improve students' self-image and reduce conflict resulting from desegregation; and

3. to improve administrative and staff understanding of the skills necessary to ensure the smooth integration of the schools.

District respondents felt these objectives would address the need for a positive school environment and would improve the classroom teacher's ability to understand and teach in a desegregated classroom. Three components were designed to address these objectives: home-school workers, human relations advisors, and human relations resource teachers.

The home-school worker in each of the 26 elementary schools was responsible for helping minority students bused from outside their home community adjust in the receiving schools. Because the home-school workers' major task was to ensure continuous liaison between the school and the community from which the minority students came, persons were chosen for the position on the basis of their familiarity with the community. Respondents stated that the home-school workers provided an invaluable service by relieving student fears and tensions and by helping parents understand the rules and regulations of their children's new school. They were also helpful in resolving problems that would arise among school, parents and students.

Human relations advisors in the ten junior and senior high schools performed tasks similar to the home-school workers. One human relations advisor was assigned to each of the seven junior highs and two to each of the three high schools. Their primary role was to help minority students adjust to the academic and social programs of the receiving schools. Human relations advisors also helped to form human relations advisory committees which encouraged the non-minority students to become aware of and appreciate the multicultural world in which they lived.

The human relations advisors monitored incoming students and their academic progress in close cooperation with classroom teachers. The advisors often provided small group and/or individual counseling to students who were recommended or came on their own initiative. The advisors had weekly meetings with minority students during the first weeks of the school year and periodically thereafter.

A multicultural center was established in Hickory and staffed by four human relations resource teachers funded by ESAA. The primary objective of the center was to assist teachers in understanding and dealing with the problems resulting from a desegregated classroom by providing in-service human relations training to the teachers. All district staff were eligible to participate in the center's activities, which consisted of mini-courses and weekend workshops. Teachers who enrolled in the mini-courses were relieved of their regular classroom duties by substitute teachers paid from ESAA funds. The center also provided multicultural materials to all schools to help students develop a better understanding of each other and of their different cultures.

Other Federal Programs

Hickory received funds from several state and Federal programs in addition to ESAA. These programs included Title I, ESEA, Title IV-B and C, ESEA, Head Start and Community Action Programs. Respondents felt there was no overlap between ESAA and the other programs in the types of services rendered. They explained that the ESAA Basic project was focused on the affective domain, while the other state and Federal programs were primarily remedial, emphasizing basic skills. Title I, ESEA was aimed at providing reading and language skills to 1,500 students in grades K-6.

Since all students enrolled in Hickory received ESAA services, it was inevitable that overlap existed between the target groups of ESAA and other Federal programs. District respondents stated that whereas other programs addressed the needs of a particular group within the school population, ESAA was primarily aimed at the desegregation process and, therefore, applicable to the total student population.

Further Observations

Respondents felt that the ESAA program was more concerned with the desegregation process and was not involved with what happened after desegregation. They expressed the feeling that ESAA should specifically allocate funds for such activities as developing multicultural curriculum and human relations programs.

IRONWOOD

Introduction

Ironwood, an urban school district in the south, eliminated its dual school system in 1964. It received Basic grants in all 5 years of the ESAA program (see Figure 1) and grants under the earlier ESAP program. Ironwood's FY 77 Basic grant ($107,300) focused on compensatory and remedial services at several grade levels through a coordination of funds from other Federal programs such as Title I and Head Start.

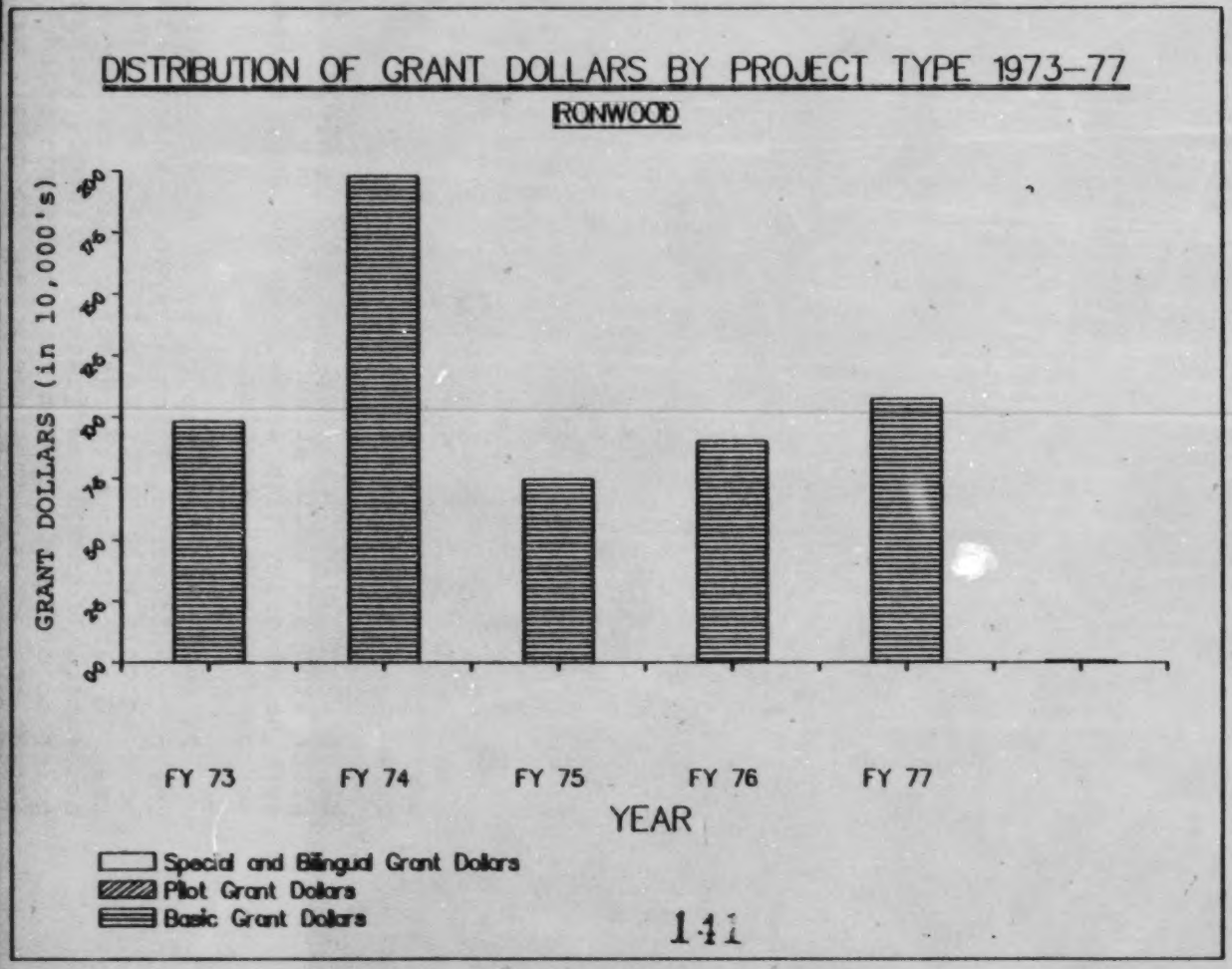
Declining enrollments, disparities in socioeconomic backgrounds of black and white students, and the lack of meaningful black/white interaction outside the school system were cited as continuing problems by district respondents. The major objective of the FY 77 ESAA project was to reduce the disparity in achievement between minority and non-minority students.

Desegregation History

Following the 1954 Brown Supreme Court decision, Ironwood adopted a freedom of choice plan. Initially this plan achieved some desegregation according to district respondents. However, by 1964, the schools had become resegregated. Under pressure from the DHEW Office for Civil Rights (OCR), Ironwood voluntarily adopted and implemented a plan in the 1964-1965 school year that was based on a complete realignment of geographic attendance zones. As a result, a number of minority schools were closed, including the only high school in the region that black students could attend prior to the plan. (There were no minority high schools in the dual systems of the surrounding rural counties.)

In 1975, Ironwood was cited in Adams v. Weinberger as one of the former dual school systems which had one or more schools with minority enrollments deviating by more than 20 percent from the district-wide average of minority students. Ironwood readjusted its school attendance zones prior to official OCR action and has continued to readjust attendance zones almost every year to comply with OCR guidelines.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
RONWOOD
GRANT DOLLARS (in 10,000's)
0
20
40
60
80
100
120
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars

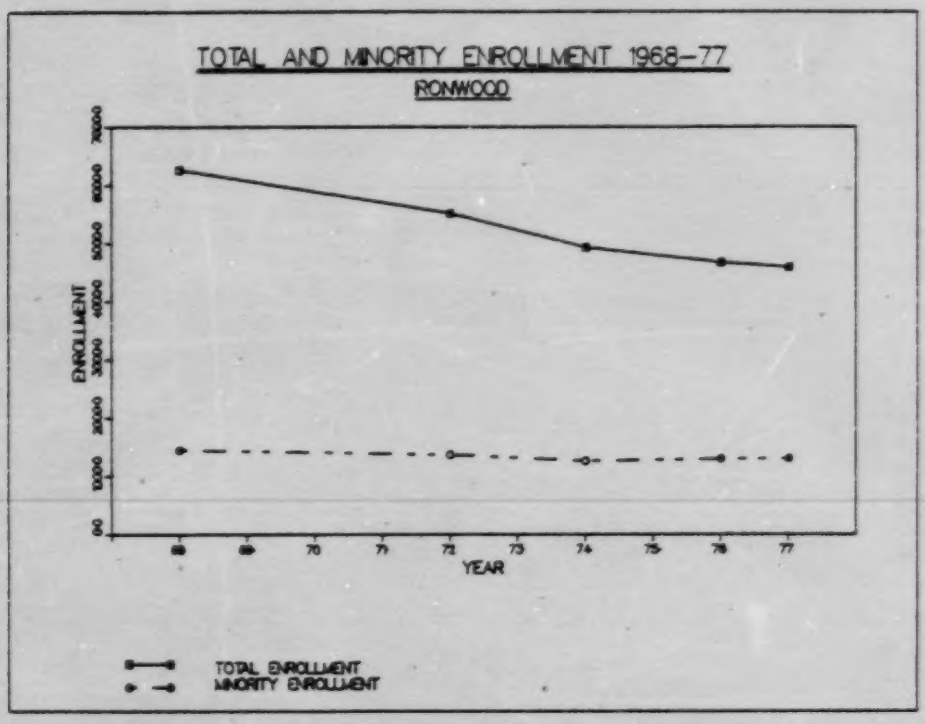
Declining and shifting enrollments have been a continuing problem for Ironwood. Since FY 64 the district's total enrollment has declined by 28 percent to its current total of approximately 4,600 students. Minority enrollment since 1968 has remained relatively constant, however (see Figure 2). As a result of the continuing readjustments of attendance boundaries, minority isolation has been eliminated and racial imbalance has decreased to a low level.

Needs

In FY 79, Ironwood plans to consolidate its two under-enrolled junior high schools by closing the older building, in part because upgrading the building to comply with a recent state mandate for improved school fire safety systems was considered economically unfeasible. Expenditure data show that Ironwood has had a relatively high average teacher salary (6 percent greater than the state average) and a relatively high per pupil expenditure (11 percent greater than the state average). Federal revenues comprised 14 percent of the district's total revenues. The district's pupil-teacher ratio was, however, 18 percent less than the state average.

While most district respondents discussed the school closing in terms of economics, several interviewees predicted that the closing would lead to racial tension and a further decline in the number of white students attending Ironwood's schools. The junior high school closing was part of a larger plan involving the readjustment of attendance zones of schools and the upgrading of several school buildings. It was one of several alternative plans considered by the community and school board in FY 77. White citizens from the more affluent Ironwood community had reportedly threatened to establish an all-white private school in response to the closing and readjustment of the school boundaries. (In 1970, about 6 percent of the non-minority children in Ironwood attended private school. See Figure 3.) The junior high school to be closed has had a high proportion of black students and was considered by respondents to be one focus of the black community of Ironwood. Respondents also felt, therefore, that the school's closing would also not be regarded favorably in the black community.

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968-77
RONWOOD
ENROLLMENT
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

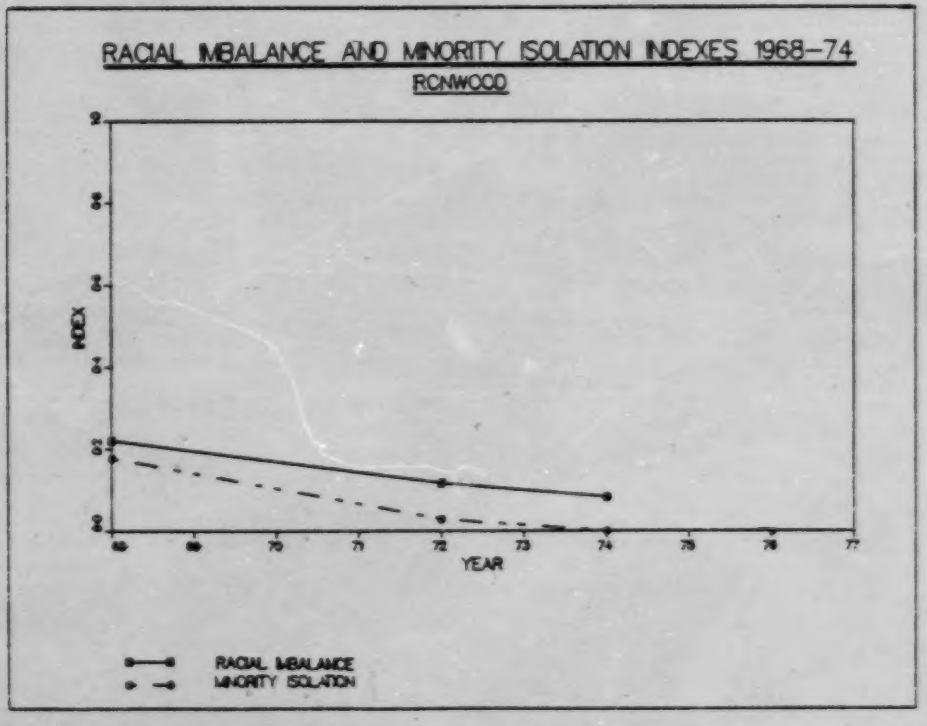
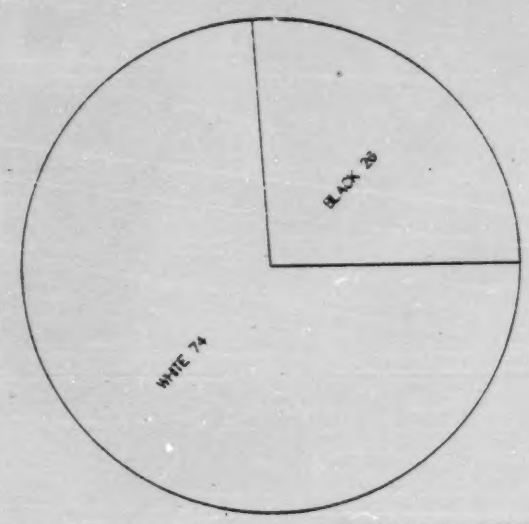
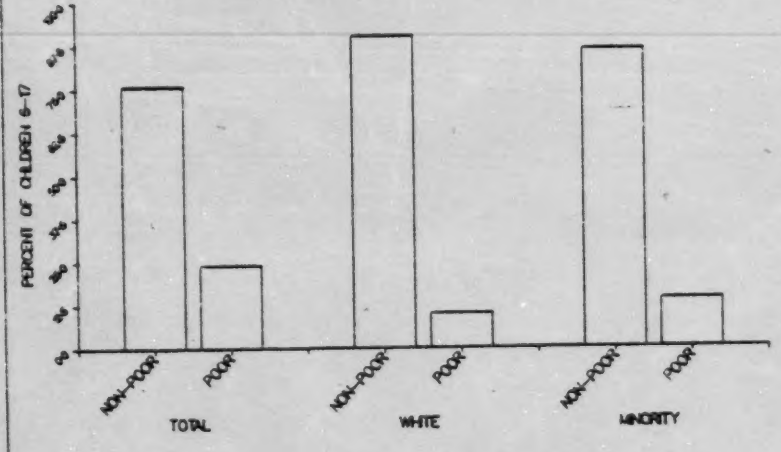

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968-74
RONWOOD
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

FIGURE 3

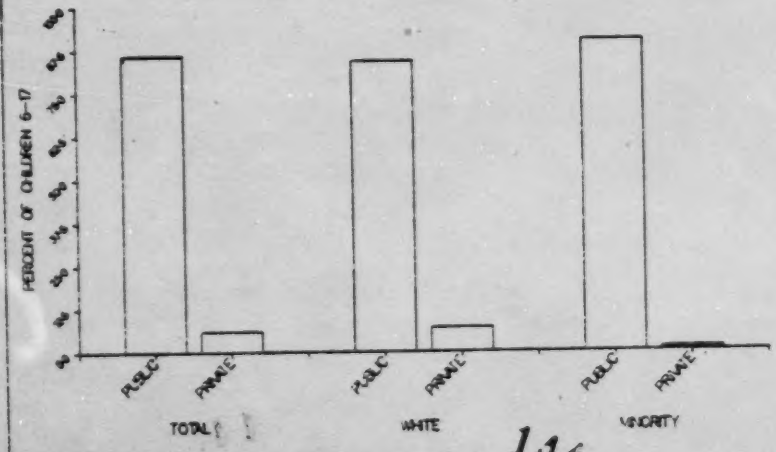
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974
RONWOOD



CHILDREN 6–17 BY POVERTY STATUS AND RACE
RONWOOD



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
RONWOOD



Despite the tension surrounding the implementation of the school closing plan, most district respondents felt that the single greatest problem in the Ironwood schools was the continuing wide disparity in achievement between black and white students. There was a consensus that the district's ESAA project was addressing this need; respondents pointed to improved test score results and a decline in the drop-out rates among minority students.

Some respondents expressed concern that ESAA was not addressing the problems which lead to and tend to aggravate students' academic deficiencies. One school official stated that students in Ironwood were at the ends of the income scale. Students were either very rich or very poor, with most blacks falling into the latter category. In 1970, 25 percent of all school aged children and 10 percent of the minority children in Ironwood were from families with incomes below the Census defined poverty level (see Figure 3). Some respondents estimated that 10 percent of the black enrollment lived in Federal or state subsidized housing with single parents as head of the household. They further noted that the majority of these students were unprepared when they entered school at age five, i.e., language skills were underdeveloped, and their behavior was not conducive to learning in classroom situations. These students were inevitably assigned to special classes and grouped according to their ability. This usually resulted in minority isolated classrooms. One school official felt that these children and their families needed some form of program support which emphasized the importance of good academic performance. This official suggested that perhaps a coordinated effort by state and Federal agencies could produce a program aimed at minimizing the effects of social and economic inequalities.

Some respondents noted that the schools provided the only opportunity for black/white interaction in Ironwood. These respondents felt that more opportunities should be made available to promote black/white interactions in non-academic settings. Previous ESAA grants that had been used to fund activities outside of an academic environment proved to be successful, according to some respondents. However, others felt that the need for compensatory and remedial programs outweighed the need for programs providing racial interaction in non-academic settings.

The Basic Project

Ironwood's FY 77 Basic project ($107,300) consisted of three components which provided compensatory and remedial support activities to students at various grade levels. Project activities were aimed at improving the academic performance of students who were below grade level in math or reading and students who showed deficiencies in readiness skills before entering the first grade. Ironwood's original grant request was severely cut, which resulted in a more modest ESAA project than proposed. Despite the financial constraints, respondents felt that the project's activities were meeting their objectives.

Component I: Tutoring

The Basic grant supported a part-time instructor who coordinated a cross-race, cross-age tutoring program involving 200 students. Sixty high school students enrolled in a psychology course were assigned to tutor 140 elementary school students. Students who were tutored were recommended by their teachers as needing extra attention because they were at least a grade level behind in reading. This component had two main objectives:

1. to provide opportunities for interracial contact between students; and

2. to provide supplemental instruction to student's identified by teachers as being below grade level in reading.

The high school tutors were assigned one or two students to work with every day for approximately an hour. One respondent explained that a lot of effort was made to match the personalities of the tutors and the children being tutored. Respondents felt that the program also provided good experience for the tutors and helped in raising their self-esteem.

Component II: Diagnostic Screening for Children Entering First Grade

According to Ironwood respondents, high proportions of children entering the first grade in Ironwood's schools were found to be deficient in readiness skills. The diagnostic screening component was designed to address this problem. The objective of the component was to

identify a child's weaknesses and strengths 6 months before the beginning of first grade and to address those problems that would hinder a child's later academic progress.

After the child's learning deficiencies were identified, elementary school principals reviewed the results with parents and suggested activities which would benefit the child. After this initial consultation, parents met with instructors for counseling every 1 or 2 weeks. Parents were kept informed of their child's progress and given advice as to how they could help their child. Some kindergarten children were given an intensive program which helped them to be better prepared upon entering the first grade. Children in the component were not promoted to the first grade until they fully mastered the necessary concepts and skills.

This ESAA component complemented Ironwood's Head Start program which provided a similar pre-school screening program for 193 3-5 year olds. Under Head Start, these students also received a full year of health care assistance. The Head Start program focused on the early identification of children with learning deficiencies. As with the ESAA funded program, large efforts were devoted to involving parents by teaching them how to help their children overcome identified learning deficiencies.

This ESAA component was viewed by several Ironwood respondents as the most successful component and the component most valued by parents. Test results indicated that children entering the first grade were better prepared and, therefore, respondents concluded that the diagnostic screening component had been successful.

Two parochial schools in Ironwood participated in the tutoring and diagnostic screening components. Thirty one students received ESAA services.

Component III: Math and Reading Labs

The Basic grant supported math and reading labs to provide compensatory assistance to students in grades 7-12 who were achieving at the lowest levels. Students selected for participation were chosen on the basis of teacher recommendations and standardized test scores. Children with the highest need, i.e., the lowest test

scores, were selected until all available spaces in labs were filled. The remaining children were placed in regular classrooms and their teachers were provided special information and instructional materials which allowed them to individualize the child's instruction as much as possible.

This component had as its goal the following: for every month a child spends in the lab, he/she should make similar progress towards reaching his/her grade level in math or reading. Participants made use of educational films and games which emphasized the use of reading and math skills.

The math and reading labs also received support from the district's ESEA Title I program. Title I participants were also selected on the basis of their low scores on standardized tests. Although there was obvious duplication of program content and objectives, respondents pointed out that these similarities made it easier to coordinate Title I with ESAA. In the junior high mathematics lab, for example, one teacher and one aide were supported by ESAA while the other teacher and aide were supported by Title I funds. Since Title I guidelines did not permit all schools to receive services, respondents felt that ESAA supplemented this program by offering tutoring assistance to schools ineligible for Title I.

Further Observations

Several district respondents were displeased by the lack of cooperation they received from EEOP regional staff. According to one ESAA staff member, Ironwood received no technical assistance from the EEOP regional office in the development of their project. The Ironwood staff involved in the writing of the grant application were told unofficially by a USOE/EEOP staff member that the amount of ESAA funds a district received was influenced by a district's political clout and the number of minority students enrolled. As a result, most of the ESAA funds available to the state might go to larger districts. Ironwood staff were also informed that districts with large enrollments were more likely to receive grants.

Ironwood ESAA staff had hoped that ESAA would fund activities to promote black/white interactions in non-academic settings. When they expressed this idea to

USOE/EEOP staff, they were discouraged from including this in the application because such activities would not be approved. Ironwood school officials were told to propose remedial and compensatory activities which concentrated on improving the math and reading scores of pupils.

ESAA staff genuinely felt that the district's priorities were not being supported by the EEOP regional office. They also expressed dissatisfaction with their treatment by the DHEW Office for Civil Rights (OCR). They felt that Ironwood was being harassed by OCR by being placed in legal hold status for ESAA grants for no apparent reason.

JUNIPER

Introduction

Juniper is a small, rural jurisdiction in a mid-Atlantic state, with a minority population of less than 10 percent. Juniper voluntarily desegregated its dual school system in stages between 1959 and 1964. In 1977 the district received its fourth consecutive Basic ESAA grant ($66,000) to provide remedial math and reading services to second through eighth graders in four schools with the district's highest minority enrollment. (See Figure 1).

School administrators did not perceive the ESAA program to be desegregation-related, although they did give priority to serving minority students in the project. Rather, ESAA was perceived as another Federal program available to address the system's general educational problems. Juniper's Title I, ESEA project had primarily the same focus and served most of the same grades as the ESAA project.

Desegregaton History

Juniper voluntarily desegregated its dual school system between 1959 and 1964 through a gradual and peaceful process of school consolidation and closure. Before desegregation all minority students attended a single school that served grades 1 through 12. In 1959-60, the first year of the desegregation plan, minority students in grades 10-12 were transferred to non-minority schools. Over the next five school years minority children in progressively lower grades were transferred to non-minority schools, as were minority teachers. By the beginning of the 1964-65 school year Juniper was completely desegregated. According to respondents, desegregation was accomplished without community dissension.

Figure 2 shows that between 1968 and 1977 both total enrollment and minority enrollment increased. In 1977, the minority enrollment in Juniper was 9 percent. The minority isolation index was zero between 1968 and 1972, indicating that no minority students attended schools that had an enrollment over 50 percent minority. The low level

FIGURE 1

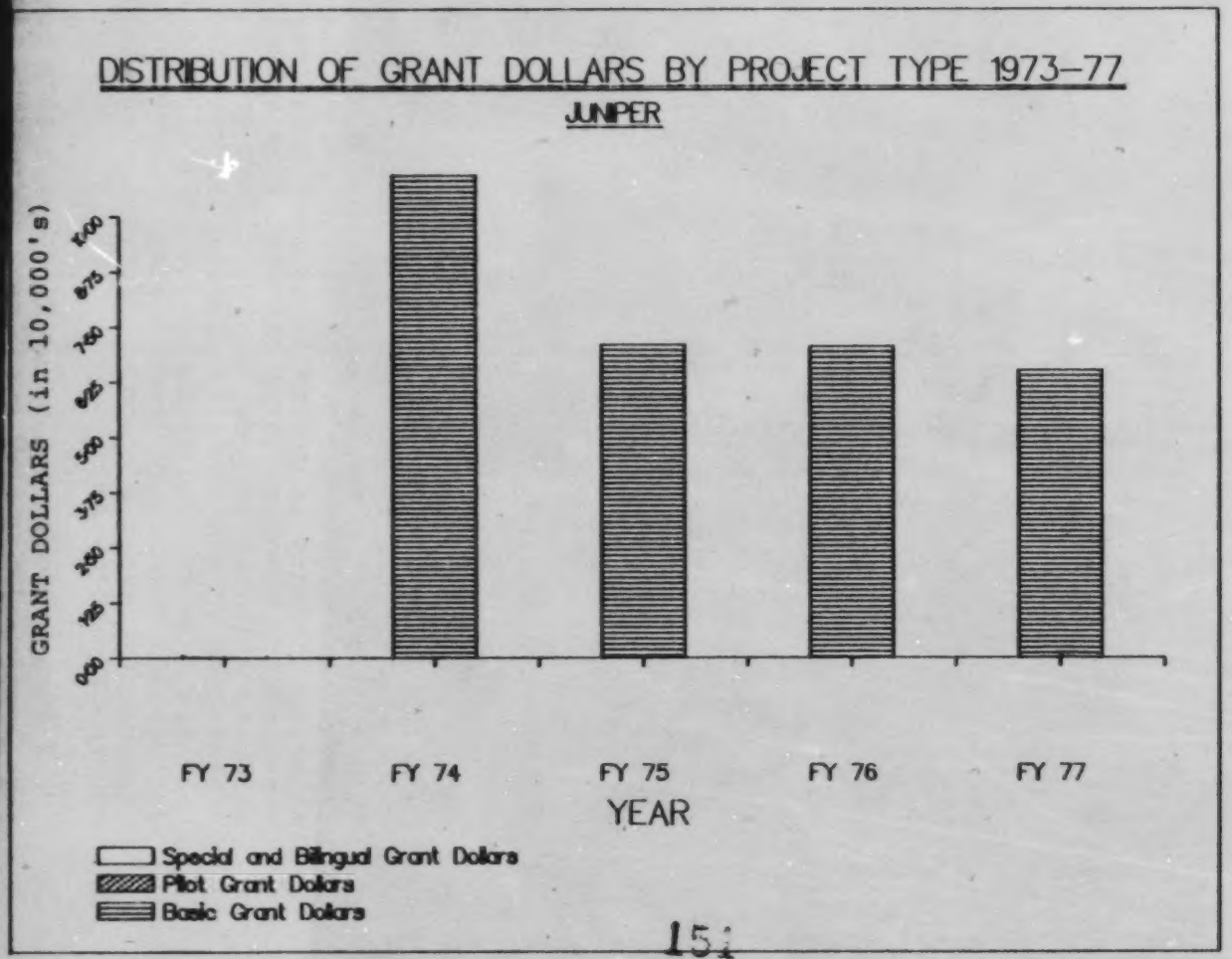
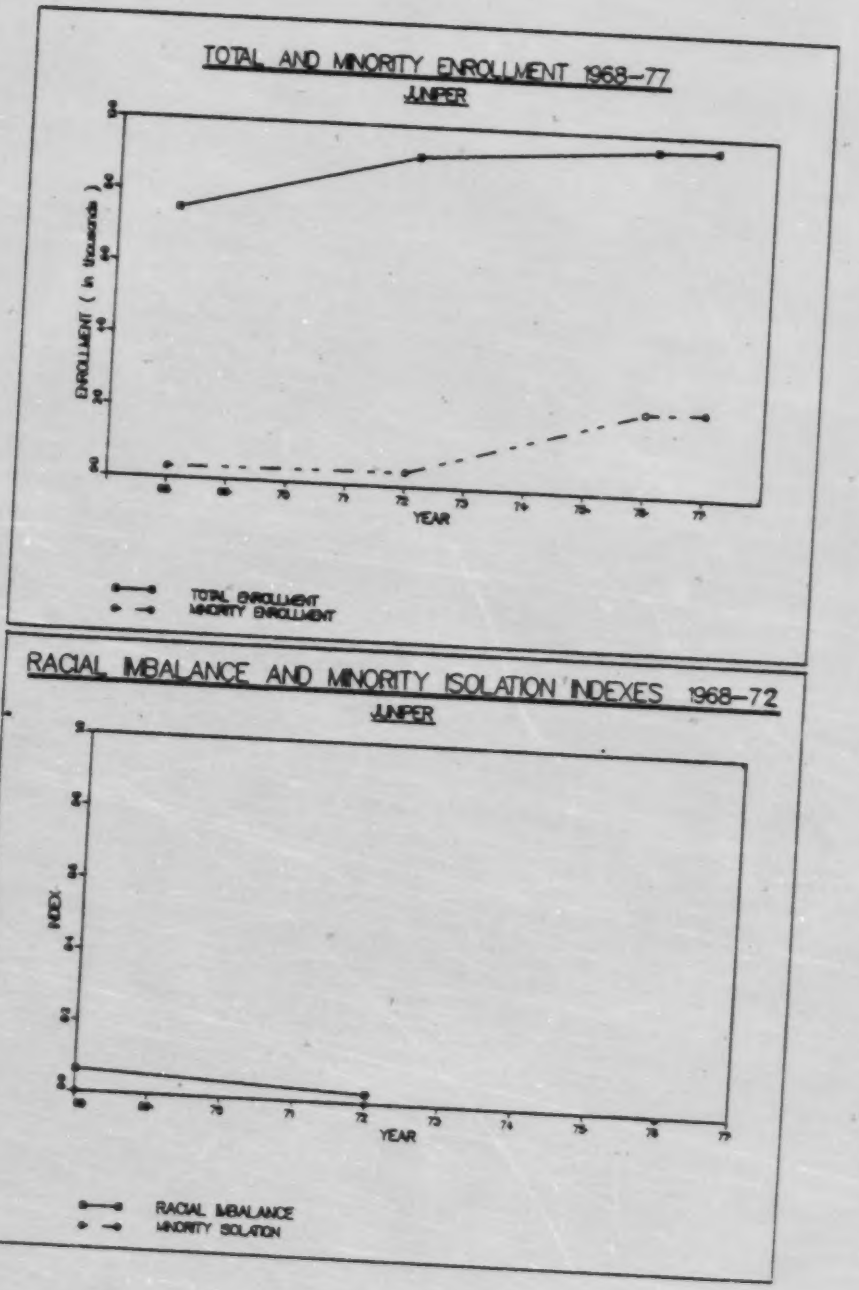

DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
JUNIPER
GRANT DOLLARS (in 10,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
JUNIPER
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT
RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–72
JUNIPER
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

of racial imbalance achieved in that period indicates that the racial/ethnic composition of the district's schools reflected the over-all composition of the district.

In 1972, white students comprised 96 percent of the total enrollment. (See Figure 3.) In 1970, approximately 15 percent of the children aged 6-17 were from families with incomes below the Census defined poverty level; a larger percentage of white children than minority children were from families with incomes below the poverty level. Only about 5 percent of the children 6-17 in Juniper attended private schools in 1970.

Expenditure data showed that Juniper has a relatively high teacher salary (the district average was 4 percent greater than the state average) and a relatively high per pupil expenditure (the district average was 22 percent greater than the state average).

Needs

Respondents identified low achievement by a high proportion of district students as their principal problem, pointing out that average reading and math scores for third, sixth and ninth grade students were below national norms. They did not identify any needs as specifically related to desegregation or to the effects of racial isolation.

The Basic Project

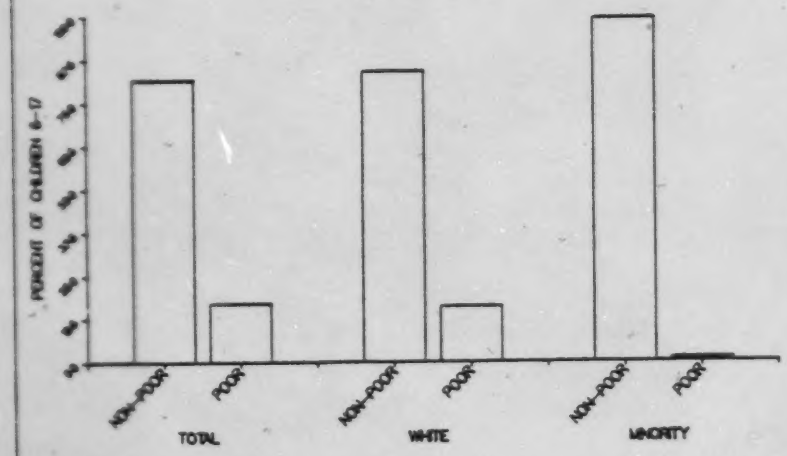
In 1977 Juniper received a Basic ESAA grant of $66,000 for remedial reading and math services to supplement regular classroom instruction for children in grades 2-8 with low standardized test (CTBS) scores.

Three elementary schools and one middle school were selected as target schools on the basis of the percent of the school's enrollment that was minority. Two hundred and fifty-five students (225 elementary, 30 middle school) who scored below the 46th percentile in reading or below the 27th percentile in math were selected. Respondents emphasized that priority was given to minority students. Participants represented 11 percent of the enrolled population of the target schools and less than 3 percent of the total district enrollment.

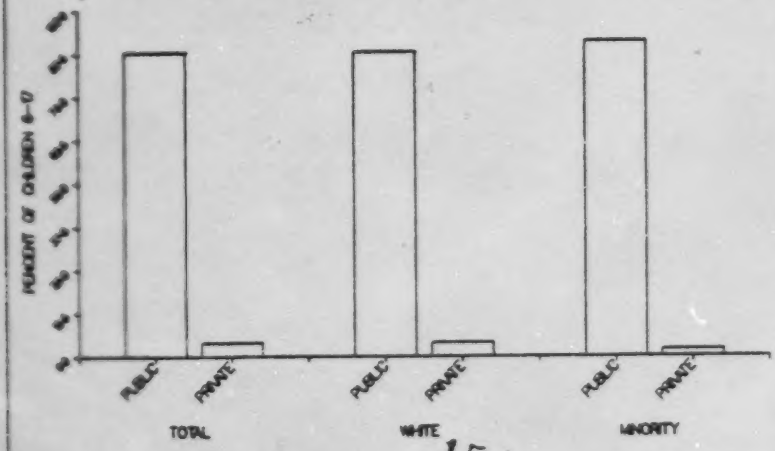
FIGURE 3

PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1972
JUNIPER

CHILDREN 6–17 BY POVERTY STATUS AND RACE
JUNIPER



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
JUNIPER



The project included three reading labs and four math labs. (One elementary school did not have a reading lab). Target children spent 30 to 40 minutes per day in the labs. Each student's specific weaknesses were diagnosed at their entry into the project and highly individualized remedial programs were designed and implemented. While some small group instruction occurred in the elementary schools, for most of each session children worked individually under the guidance of a teacher or aide. At the middle school level, small group instruction was emphasized. A wide variety of materials and teaching devices were utilized. Self motivation and the development of self concepts were also stressed. In the reading lab, materials were used which had a strong emphasis on human relations.

Students in the project were tested twice during the year. If their scores showed an 80 percent mastery on the individualized criterion-referenced post test, they were "graduated" and returned to the regular classroom.

Project staff included four teachers and two aides: three teachers and two aides were placed in the elementary schools and one teacher in the middle school. In-service training was provided to ESAA staff, as well as to other interested teachers. Teachers were provided with techniques to use in the reading and math labs and methods to enhance inter-ethnic cooperation.

Other Federal Programs

Respondents noted that they preferred to view and manage all Federal programs in a common manner. Thus the projects funded by ESAA and Title I, ESEA were very similar and served overlapping populations. ESAA was perceived as permitting more flexibility in the use of funds than Title I, the guidelines for which were considered rigid and confining.

Juniper received $322,000 in Title I funds with which it provided a remedial tutorial program for 780 second through sixth graders in nine schools and a summer program for migrant children.[1] The reading and math labs funded by ESAA were used by both ESAA and Title I.

Other Observations

Several district officials expressed an aversion to the categorization of Federal funds. They recognized that as a district with few minority students and no definable desegregation problems they might not receive high priority in a desegregation program. However, they stated that in their opinion any child or group of children who experience difficulty reaching appropriate achievement levels need and deserve the help of Federal dollars.

FOOTNOTES

1 The economy of Juniper is primarily agricultural, and between July and November of each year the population is swelled by migrant laborers.

MAGNOLIA

Introduction

Magnolia is a northern, urban school district with a 73 percent minority enrollment. The district implemented a voluntary desegregation plan in 1964. The plan itself was no longer a salient issue in the community; the major problems in the schools were racial tension among students and between students and teachers and low minority achievement levels. In FY 77 Magnolia received both a Basic grant ($530,000) and a Pilot grant ($311,000) for the fourth consecutive year (see Figure 1).

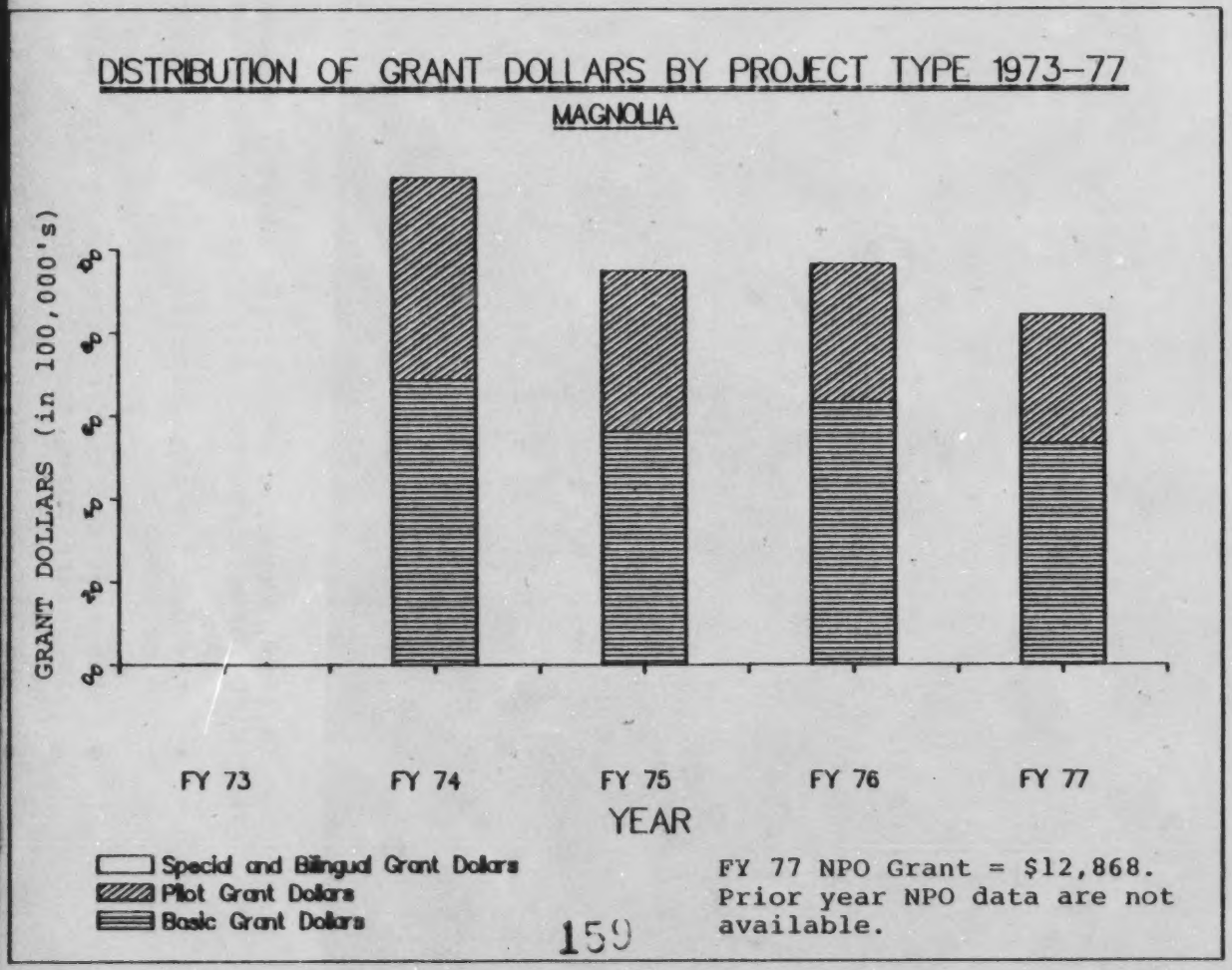
The Pilot grant[1] provided remedial services and related staff development in several elementary and middle schools. Students who attended the high school in the community, a special district school, also received remedial services. An arts/human relations component designed to increase students' motivation and to provide an opportunity for positive interracial experiences served students in grades 7-8. The Basic project provided compensatory services to about 3000 students in grades 5-12. A major focus of the Basic project was the integrated middle school, which formed the core of the district's current desegregation effort. The NPO grant ($13,000) in Magnolia also supported the integrated middle school. Title I, ESEA complemented the Pilot project: ESAA served grades 5-8, Title I served grades K-4 with compensatory services.

Desegregation History

In 1964, Magnolia voluntarily adopted a desegregation plan with three elements. The three elements were:

- the pairing of a minority and a non-minority high school;
- the redistricting of the three high schools to insure desegregation; and
- the clustering of elementary schools on an open enrollment, seats available basis.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
MAGNOLIA
GRANT DOLLARS (in 100,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grant = $12,868.
Prior year NPO data are not available.

These actions resulted in the reduction in minority isolation in the Magnolia schools until the decline in white enrollment and the increasing percentage of minority enrollment made them ineffective. Currently, the district supports an integrated middle school which opened in September, 1974, and a K-4 feeder for the integrated middle school. The adoption of the 1964 plan was accompanied by public unrest and concern over the plan. A few years later, the city and the schools were torn by student rioting motivated by racial tensions. Currently, 13 years after the implementation of the plan, desegregation was no longer a salient issue in Magnolia according to respondents.

Since 1968 minority enrollment had first increased and then leveled off between 1974 and 1977. (See Figure 2.) The racial imbalance index was stable between 1968 and 1974. Its medium level indicates that there were a significant number of schools which did not reflect the total racial/ethnic enrollment in the district. The increasing minority isolation index shows that between 1968 and 1974 there was a gradual increase in the number of students attending schools that had an enrollment over 50 percent minority.

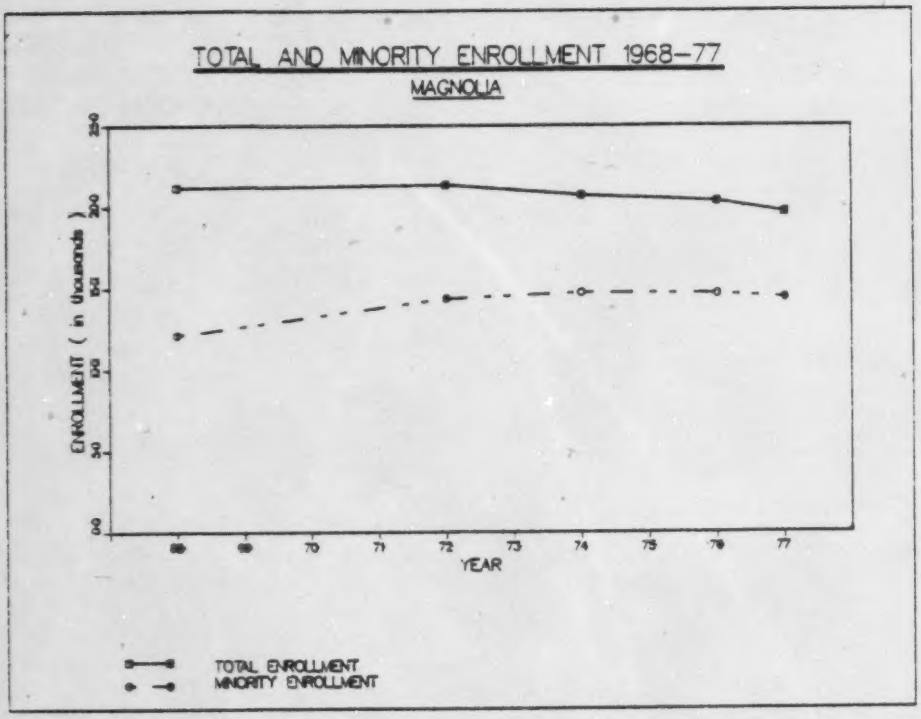
In 1974, white students comprised 29 percent of the total enrollment; blacks composed 60 percent of the total. (See Figure 3.) In 1970, approximately 24 percent of the children aged 6-17 were from families with incomes below the Census defined poverty level. A higher percentage of minority children were from families with incomes below the poverty level than white children. About 30 percent of the white children were enrolled in private schools in 1970.

Expenditure data showed that Magnolia had a relatively high ratio of pupils per teacher (the district average was 24 greater than the state average) and that the average teacher salary in the district was the same as the state average. Federal revenues composed 15 percent of the district's total revenues.

Needs

Respondents in Magnolia identified three major needs in the district. The first need was to reduce the disparity in achievement scores, which increased at each grade level, between minority and non-minority students.

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
MAGNOLIA
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

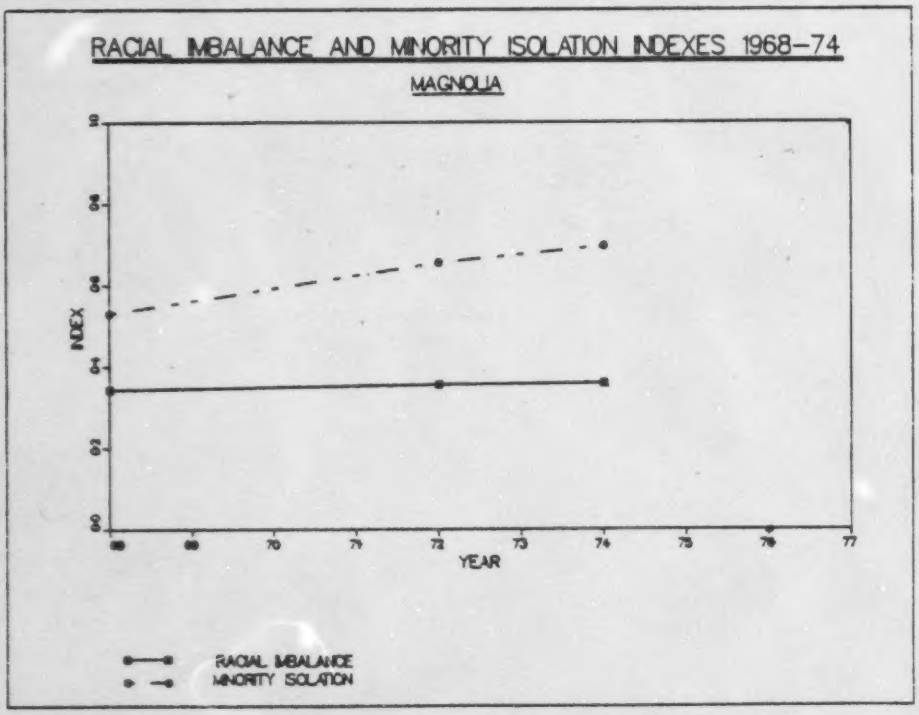
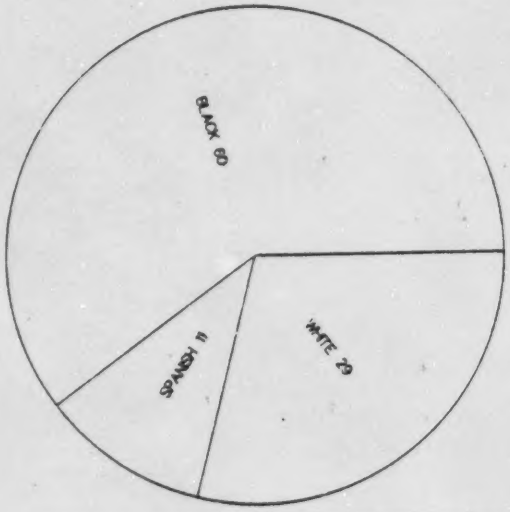

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–74
MAGNOLIA
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

FIGURE 3

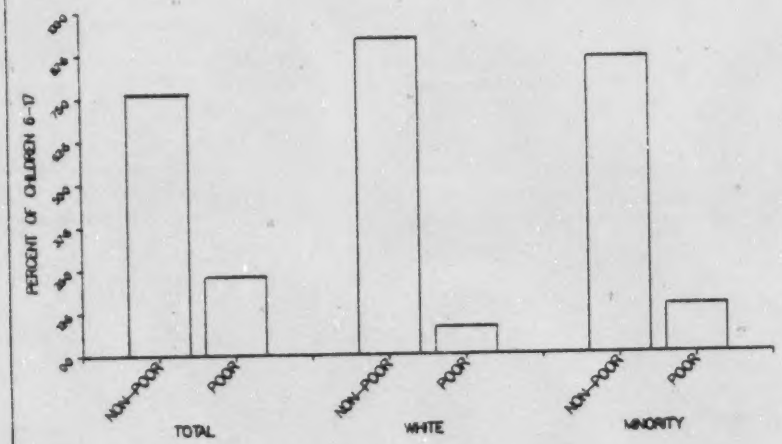
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974

MAGNOLIA



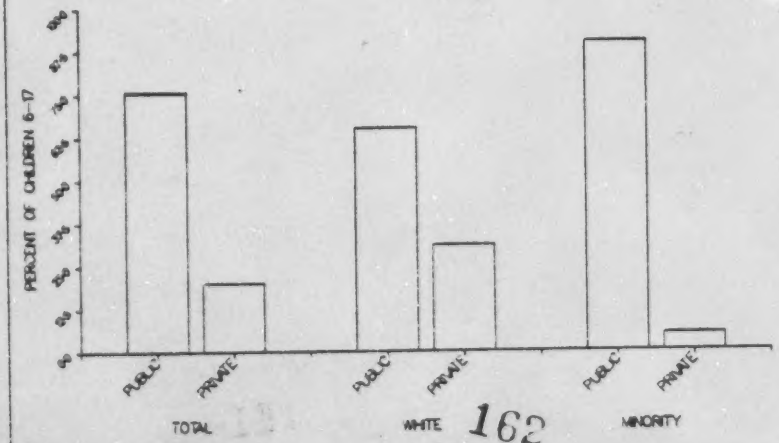
CHILDREN 6–17 BY POVERTY STATUS AND RACE

MAGNOLIA



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE

MAGNOLIA



The second need was to improve interracial relations among students and between students and teachers. The third problem was to improve the low motivation of students, which manifested itself in low achievement and disciplinary problems.

The Pilot Project

The Pilot project in Magnolia had three components: basic skills remediation, arts/human relations, and staff development.

The objective of the basic skills remediation component was to close the gap in achievement between minority and non-minority students. Respondents in Magnolia felt that helping students to achieve academic success would also ease motivational and disciplinary problems.

Five elementary schools, three middle, and one high school were selected to participate in the basic skills component. Selection was based on the lowest scores received on a pre-test given all fifth through eighth grade students in the participating schools who had previously been identified as 1 year below grade level in reading or math. Final selection was arrived at by working from the botton test scores up until the target number for each school had been reached. At the high school (the high school in the community), selection was by diagnostic testing of all students. The students with the lowest scores were chosen to participate in the project. A total of 760 elementary and middle school students and between 110-120 high school students participated in the basic skills component.

Basic skills activities in the elementary and middle schools took place in reading and math labs established at each of the participating schools. Elementary and middle school students were taken to the labs in groups of 10 for 1/2 to 1 hour periods of instruction. Each student received 2 1/2 hours of instruction per week in addition to regular classroom hours. The special instruction periods were arranged so that they coincided with minor activities or study periods. At no time were students removed from regular classes to attend labs. In the high school, students were tutored in groups of approximately 10 on a daily basis within the classroom.

The lab approach was begun in FY 77. Previous ESAA Pilot projects had provided remedial instruction by tutoring students in the classroom or pulling the students out of class for special tutoring. Evaluations indicated that the pull-out approach did not achieve the objectives of the project. The lab approach was chosen because it had proven successful in the Basic project in Magnolia in previous years.

The objective of the arts/human relations component was to improve interracial relations and increase motivation among minority students. Magnolia staff believed that one of the major obstacles to learning in Magnolia was interracial tensions. The staff believed the activities provided by the Pilot project would reduce racial tensions.

All middle school (grades 7-8) students and students enrolled in four non-public schools were eligible for participation in this component. The 240 participants were selected by a lottery among all students who had indicated an interest in the project. ESAA project staff aimed to achieve a 60/40 racial balance for each of the activities within the arts component. The major focus of the component was the provision of activities in arts that would encourage the socialization of participating students.

Among the activities for the arts component were music, video taping, visual and theater arts. Participating students were bused to the Educational Center for the Arts where they met in activity groups of 25-30 for one-half day every week for a semester. Students were assigned to groups to maximize racial and school interaction. Twelve classroom teachers with expertise in the activity area also participated.

In addition to the activities at the Center for the Arts, the program coordinator and seven activity specialists made follow-up visits to each of the schools to advise and counsel participating students and teachers on follow-up activities to continue the positive interactions among students and between students and staff.

The third component of the project, staff development, sought to improve the district staff's skills in both the affective and cognitive domain. Magnolia staff believed that one obstacle to learning was the inability of the staff to cope with problems arising from interracial

tension. They felt that staff development aimed at human relations programs, as well as improving teaching skills in reading and math, could bring about better understanding in the classroom and thus reduce one cause of racial tension.

The implementation of the component, however, was focused on providing supplementary training in reading and math skills and not human relations. The staff development center retained a reading supervisor and a math supervisor to conduct 10 workshops throughout the school year and to monitor the implementation of the Pilot project components in the schools. Attendance at the workshops was required for all ESAA-funded teachers, fifth and sixth grade classroom teachers and seventh through twelfth grade core subject teachers. Other teachers could attend the workshops on a volunteer basis.

The Basic Project

Magnolia received a Basic grant ($530,000) which was aimed at narrowing the achievement gap between minority and non-minority students and improving the self-image of minority students. Basic skills instruction and special activities were provided to about 3,000 students at two high schools, two middle schools and two elementary schools. Four parochial schools also received ESAA services.

The Basic project also provided support for the district's integrated middle school. The funds were used to provide programs which would make the school attractive to white students who might otherwise leave the school system. ESAA funds provided various activities such as:

- an extended program of enrichment to complement the existing school program;
- a personalized development program to aid in identification, diagnosis, and prescription of student cognitive development areas; and
- a participatory educational program for students who had a history of poor school experiences.

The NPO

ESAA funded an NPO ($13,000) in Magnolia which aimed to encourage parent participation at the integrated middle school in the district. The funding was allocated to hire three staff members from each of the ethnic populations in Magnolia. The staff members would try to facilitate parent attendance at school meetings by arranging transportation and making sure that parents were informed of the school events. At the time of the site visit, however, only one staff member had been hired and the project was not fully implemented.

Other Federal Programs

Title I, ESEA served grades one through four and provided basic skills instruction to students who scored below the third stanine on a standardized test administered by the district. Title I students received instruction in small groups daily for half an hour. Title I, ESEA also supported after school activities at three middle schools. Eleven schools served by ESAA were also served by Title I. Respondents in Magnolia perceived ESAA as a continuation and expansion of programs offered by Title I.

The district also received a Title VII, ESEA grant ($111,000) to provide bilingual instruction (Spanish) to approximately 350 students in grades 5-12.

Further Observations

District staff expressed general satisfaction with the objectives of the ESAA program. They felt that the human relations activities supported by ESAA had made a significant contribution to a reduction in racial tension in Magnolia. The major dissatisfaction was the year to year funding. They felt that the annual nature of the grant made it difficult to hire and retain the best qualified staff.

Respondents also expressed concern that ESAA was limited to the actual process of desegregation, the moving of students, and would not fund districts in the later phases of desegregation. District staff feared that once a desegregation plan had been implemented, there would be

a cut-off of ESAA funds, which were seen as still necessary if desegregation was to be maintained and if integration was to be achieved. Since it was generally felt that the ultimate purpose of desegregation and equal educational opportunity was the achievement and maintenance of integration, funds necessary to attain this goal were considered as important as the original ESAA funding for desegregation.

FOOTNOTE

1 The Pilot project was the primary focus of this site report.

MAPLE

Introduction

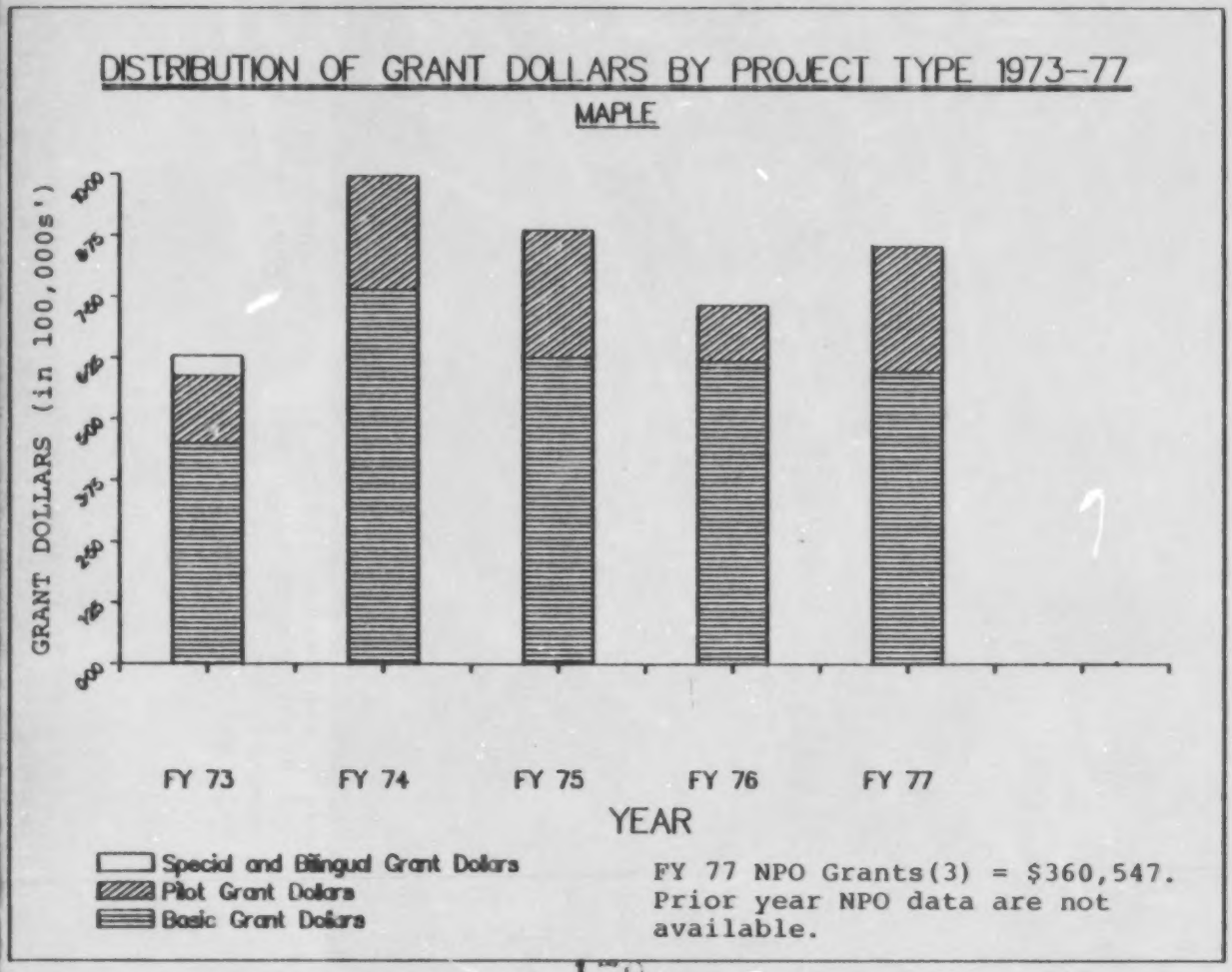
Maple is a large southern urban center with a 81 percent minority enrollment in 1977-78. Maple sought to end its dual school system in 1954 by allowing students to attend schools nearest their homes. Although housing patterns initially allowed some desegregation, the easy accessibility of private and parochial schools led to resegregation. In 1967, a Federal court ordered Maple to reassign students and to provide equal educational opportunities for all children. The district has been sued frequently for discrimination of students at specific schools. In order to comply with ESAA regulations teachers have been reassigned.

Respondents in Maple cited three problems common to center city school districts as motivating their ESAA projects: low teacher morale, low public esteem for the public schools, and low student achievement. The Pilot1 project ($257,000) in FY 77 addressed the problem of teacher morale by providing a faculty resource center in one middle school and one junior high school. An after school homework center was also included in the Pilot project to address the problem of low student achievement. The Basic project ($596,000) provided a computer managed program of instruction to 10 schools eligible for, but not receiving, services under Title I, ESEA. The Basic project also supported a homework program designed to raise student achievement by increasing the home commitment to school and a teacher/principal advocate program to provide support for first year teachers and newly assigned principals. Maple has received ESAA Basic and Pilot grants each year that funds have been offered (see Figure 1). The general focus of both projects, as well as the funding level, have remained the same.

Desegregation History

Maple has had a long and sometimes explosive desegregation history. Prior to 1954, the district operated a dual school system. Maple's initial response to Brown was to allow children to attend the school nearest their homes, regardless of race. As in many southern cities, residential patterns in Maple were not

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973-77
MAPLE
GRANT DOLLARS (in 100,000s')
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grants(3) = $360,547.
Prior year NPO data are not available.

restricted according to race and this decision led to the initial desegregation of some schools. However, demographic trends in the district and the easy accessibility of private and parochial schools led to resegregation. In 1967, a Federal court ordered Maple to assign all students to schools based on non-racial attendance zones. The district was ordered to furnish equal educational opportunities for all children in the system. Teachers were to be assigned to schools without regard to race. (Later this principle was changed to comply with ESAA regulations that the number of minority teachers in each school be reflective of the percentage of minority teachers in the district.) Maple still has attendance areas based on neighborhood boundaries, but students attend schools outside these zones for stated reasons, such as subjects offered at other than home zone schools.

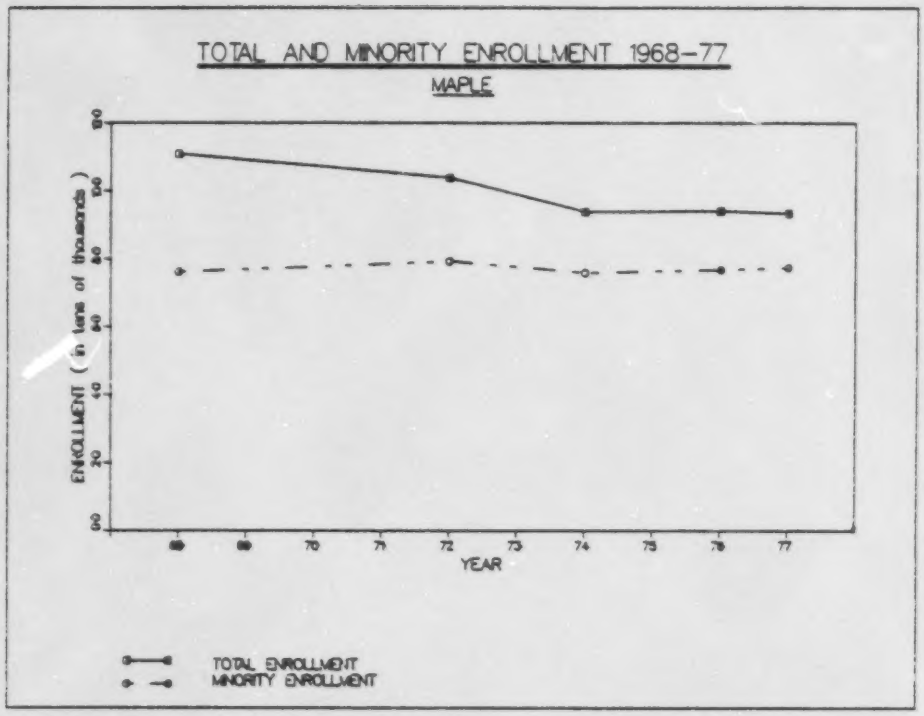
Each year since 1968, the district has been sued for illegal discrimination or segregation of students at specific schools. Each time the school board was required to take affirmative action to desegregate schools with racial/ethnic enrollments out of proportion to the neighborhood population or the district composition.

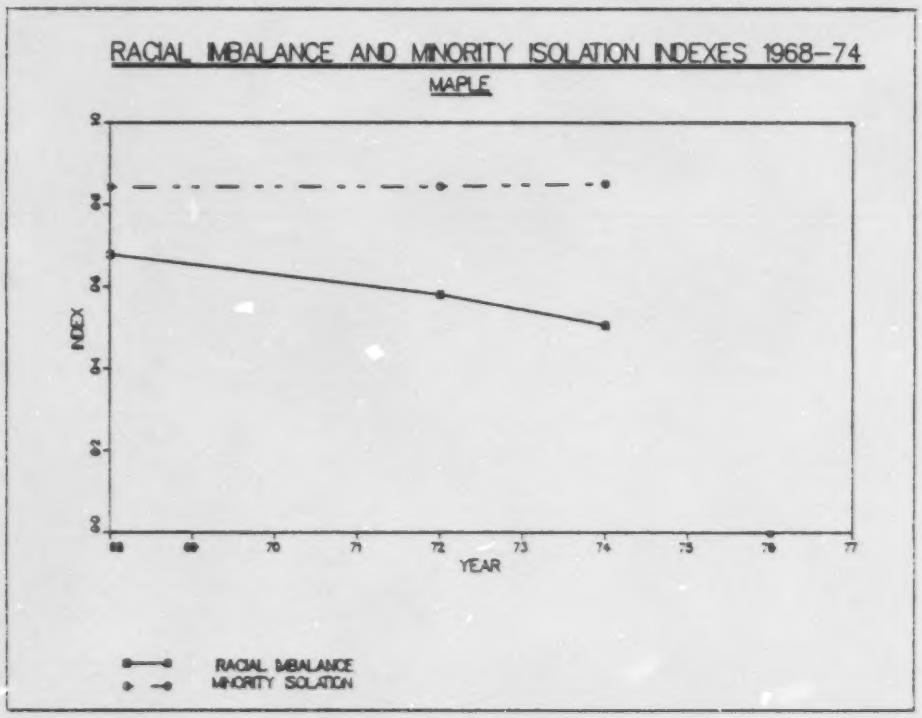
In an attempt to maintain white enrollment within the district and to provide educational alternatives, the Maple school board established 14 magnet school sites, required to be composed equally of minority and non-minority students. The magnet schools, all at the secondary level, enrolled approximately 3,000 non-minority students in FY 77, nearly 17 percent of the total non-minority enrollment.

Community reaction against desegregation was strongest in the early years before the 1967 court order. The earliest desegregation plans were met by picketing and sporadic violence. Respondents in Maple viewed the violence as a past issue. They now viewed desegregation as less of a problem than minority isolation.

Total enrollment declined in Maple between 1968 and 1977. (See Figure 2.) During the same period the number of minority students gradually increased. The minority isolation index indicates that between 1968 and 1974 most minority children attended schools that were over 50 percent minority. The high racial imbalance index indicates that a large number of students attended schools that did not reflect the racial composition of the district as a whole.

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
MAPLE
ENROLLMENT (in tens of thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT


RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–74
MAPLE
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

In 1974, minority students comprised 81 percent of the total enrollment. (See Figure 3.) In 1970, almost 37 percent of the children aged 6-17 in Maple were from families with incomes below the Census defined poverty level. A larger percentage of minority than non-minority students were from families with incomes below the poverty level. Approximately 25 percent of the children aged 6-17 in Maple were enrolled in private schools in 1970; almost 45 percent of the white school aged population attended private school.

Expenditure data showed that educational costs were high in Maple. The district had a relatively high teacher salary (the district average was 19 percent greater than the state average). The ratio of pupils per teacher and the average per pupil expenditure were also relatively high. (In both instances, the district average was 1 percent greater than the state average). Federal revenues composed 2 percent of the district's total revenues.

Needs

Respondents in Maple described three closely related problems which had resulted from the implementation of the desegregation plan and which continued to contribute to the over-all difficulties in the schools. These three problems were low teacher morale contributing to high teacher turnover, low public esteem for the public schools leading to resegregation, and student centered problems such as low achievement, high absenteeism, and discipline problems.

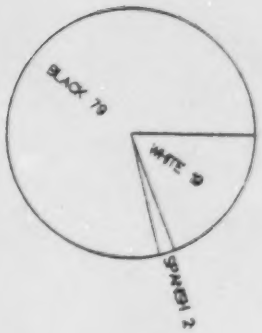
Low teacher morale. Under the court ordered conditions of the desegregation plan and the need to comply with ESAA civil rights requirements, teachers were reassigned to schools on the basis of their race. Some school level respondents reported that this procedure left a residue of bitterness among teachers who felt the reassignments unfair. One result of the reassignments was an increase in teacher resignations. Another result was that some teachers faced teaching problems and student backgrounds with which they were unfamiliar. The school level respondents reported that newly hired or reassigned teachers often needed staff re-training and in-service programs in human relations and in teaching basic skills.

Low esteem for the public schools. All respondents noted the historical strength of non-public schools in

FIGURE 3

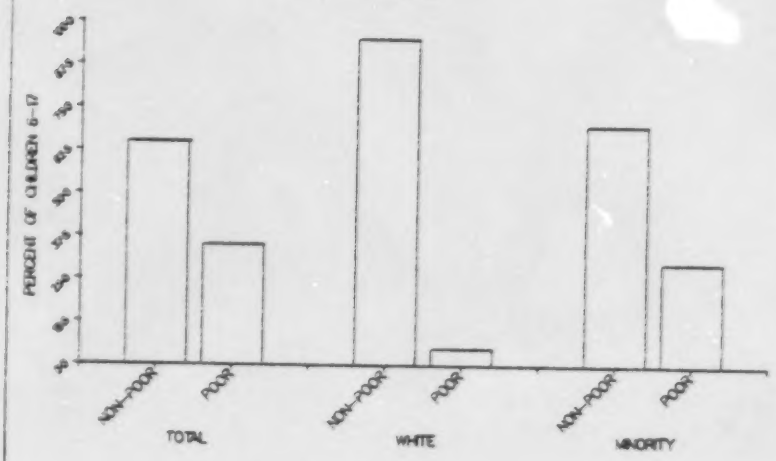
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974

MAPLE



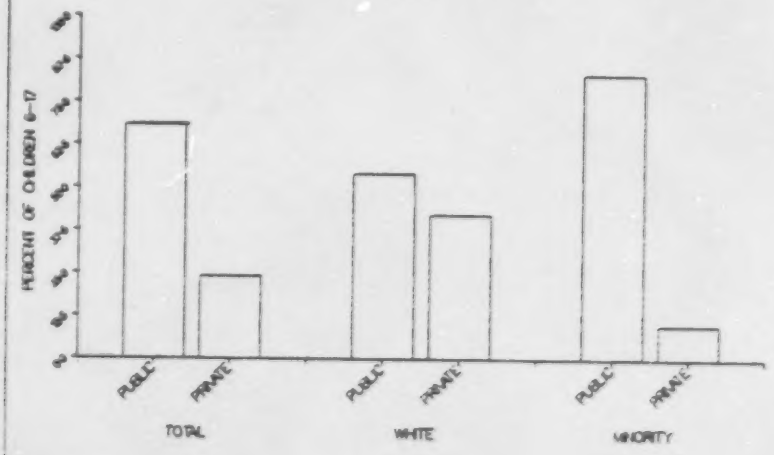
CHILDREN 6–17 BY POVERTY STATUS AND RACE

MAPLE



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE

MAPLE



Maple. Since the 1960's, large numbers of middle class parents, both minority and non-minority, had become disaffected by the students' low achievement scores and the disruptive atmosphere of the public schools. These parents had withdrawn their children from the public schools, adding further to minority isolation and leading also to economic isolation.

One district administrator felt that the district was left with only students with no ability to "buy out" of the public schools. These students were described as presenting the most severe problems for educators. This respondent also observed that resegregation had left the city without political "clout" and with a declining tax base. Although some middle class parents were returning to the city, the administrator noted that their children did not attend public schools.

Student centered problems. The large numbers of students from educationally and/or economically disadvantaged backgrounds experienced low achievement scores, poor grades, and increased academic frustration. The frustration in turn led to high absenteeism and pupil suspension rates. A respondent estimated that 15 percent of the Maple enrollment was not in school on any given day. The FY 77 ESAA Basic application presented data showing that 9.2 percent of the enrollment of the Maple public schools was suspended for at least one day during the 1975-76 school year. Another respondent observed that schooling was irrelevant to many of the students.

The Pilot Project

The Pilot project ($257,000) had two components. The teacher/community resource center was designed to strengthen teacher skills in math and language arts and to bring community resources into the classroom. The homework center was designed to increase student performance by giving them an opportunity to have help preparing their homework.

The teacher/community resource center and homework center were placed in one middle and one junior high school selected because of high pupil suspension rates. At the junior high school, the suspension rate was equal to half the enrollment. In terms of achievement scores,

both schools would be eligible for Title I, ESEA remedial services, but neither met the criterion for percentage of economically disadvantaged students.

Each teacher/community resource center was staffed by two faculty resource specialists, a community resource specialist and an aide. The faculty resource specialists established a resource room for teachers and helped teachers plan new strategies to raise student achievement. The faculty resource specialists provided workshops in language arts and mathematics methods for teachers, offered demonstration classes, and helped to secure teaching materials for classroom teachers.

The community resource staff assessed and catalogued available community resources to increase each school's use of community resources for instructional purposes. At one school, the community resource staff developed a list of volunteers for work in the schools, and provided the faculty resource specialists with a list of guest speakers, field trips, and community experience modules. A community experience module in criminal justice, for example, involved a coordinated program which included a speaker from the police-community relations office, a field trip to the criminal courts for observation of a trial, and a talk with a lawyer or other representatives of the legal system.

The Pilot grant also provided a homework center and telephone hotline at each of the two schools. Two specialists, one in reading and one in math, were assigned to each homework center. After an initial orientation all students in each school could visit or call the center as they wished.

The center operated from 2:00 p.m. to 8:00 p.m. daily. At the end of each school day, homework center staff picked up copies of the evening's homework assignments from teachers who chose to participate in the program. (Principals were asked to aid in homework center operations by using the assignment of homework as one criteria in teacher evaluation.) The homework center staff prepared a homework report form for each teacher's use. The form used a check-off approach and provided teachers with the mechanism to monitor which students turned in homework and to compute percentages of homework completion for the whole class.

The Basic Project

The Basic project ($596,000) had three components. Two components addressed the problem of student achievement through the use of a computer managed program of instruction in reading and math and a homework support program. The third component, a teacher/principal advocate program, was designed to aid first year teachers and principals in adjusting to their new positions.

The computer managed instructional program was implemented in ten schools which were eligible for, but did not receive, Title I, ESEA services. About 1,200 fourth through sixth graders who were achieving below grade level, as indicated by their performance on standardized tests, participated in the component, which was implemented in the classroom.

ESAA funding allowed Maple to purchase the individualized program in reading and math. Each participating teacher was provided a daily printout of student progress. ESAA also supported 26 tutors who were assigned to the participating schools based on the number of participants at the school. The tutors worked in classes using the computer managed program and provided support for teachers and instruction directly to the students.

The objective of the homework support program was to reinforce the basic skills of the computer managed instruction and to provide a positive learning environment in the home. All students participating in the reading and math instruction component were invited to participate in the homework program. About 60 percent, or 720 students, indicated their intention to participate in the program by having parents sign letters agreeing to their child's participation.

At the time of the site visit, the homework component of the Basic project had not yet been implemented. Because of cuts in requested funding, ESAA staff could not purchase a home study curriculum package and were required to write their own home study units. The program was expected to be fully implemented in January, 1978.

In the homework component, homework activities were to be assumed in addition to each student's regular work. The student would receive lessons by mail sent to his/her home. After completion of the work, the lessons were to

be returned to the coordinator who would correct them and return them to the student. Students would be expected to return one assignment per week.

In addition to the assignments, parents and students would be asked to attend a meeting held once a week at the participating schools. A parent volunteer would act as a coordinator in each school. Other parents would be encouraged to call the component coordinator for assistance and to meet with the coordinator if problems arose. At the end of the year an awards banquet for students and parents was expected to be held. Outstanding students were to be honored at the banquet.

The objective of the third component, the teacher/principal advocate program, was to decrease the turnover in first year teachers and to provide support for newly assigned principals. Eight certified veteran teachers served as advocates for 240 first year teachers. One principal advocate worked with 12 first year principals and a few assistant principals.

The teacher advocates served an intermediary role between the new teacher and the principal at the school. The first part of the advocates job was to introduce the teachers to teaching facilities, such as resource centers, available in the Maple schools. The advocates also helped new teachers with any adjustment difficulties, housing and familiarizing them with the geographic area. The second part of the process was developmental, centered on the creation of a positive teacher portrait. A set of questions was developed to determine whether a teacher will be satisfactory in the classroom. The goal of the teacher advocates was that new teachers answer more questions correctly at the end of the year than they did at the beginning.

Several respondents believed that ineffective principals were one of the reasons why teachers became disaffected and why middle class parents removed their children from the public schools. The principal advocate provided workshops for new principals. One workshop offered ideas on human relations problems and on supporting teachers who were having problems in disciplining students. Another workshop theme was that principals need to assume some responsibility in seeing that teachers remain in the system and in the school to which they have been assigned. The principal advocate also helped veteran principals and participated in staff development programs held for veteran teachers.

In the Basic project application, funding had been requested for an alternative-to-suspension component that was eliminated from the final grant. The component was targeted on the senior high and two of its feeder junior high schools, all of which had suspension rates 3 to 4 times the national average. The component would have provided an in-school alternative to suspension. A student would be assigned to a suspension room where he/she would be expected to do regular classroom assignments under the supervision of the suspension room teacher. The use of the suspension alternative was seen as a means of preventing students from using disruptive behavior as a mechanism to be released from school. Students would be assigned to the suspension room for a three day cycle and provided with structured activities such as testing, work place activities, and reading. District staff reported that they were not given any reason as to why this component was not funded.

NPOs

ESAA provided grants to three NPOs in Maple. One of the NPOs, funded for $165,000, offered an alternative school program to address the problem of the approximately 2,000 students who dropped out of Maple high schools each year. The alternative school served about 180 students who voluntarily joined the program. The school offered academic classes in the basic skills, career planning services, and "self-related learning."

Other Federal Programs

During FY 77, Maple also received funds under Title I, ESEA and Title VII, ESEA. The Title I, ESEA project provided a computer managed learning package to Title I schools. ESAA provided the same computer managed learning package to schools eligible for, but not served by, Title I.

Title VII, ESEA ($165,000) provided funds for staff for a bilingual classroom at each grade level in two elementary, one middle, two junior high and one senior high school. Approximately 900 students were served, of whom 450 were Spanish dominant and 450 were English dominant. Students volunteered for the program which was designed to provide as many English skills as possible to students.

FOOTNOTE

1 The Pilot project was the primary focus of this site report.

PINE

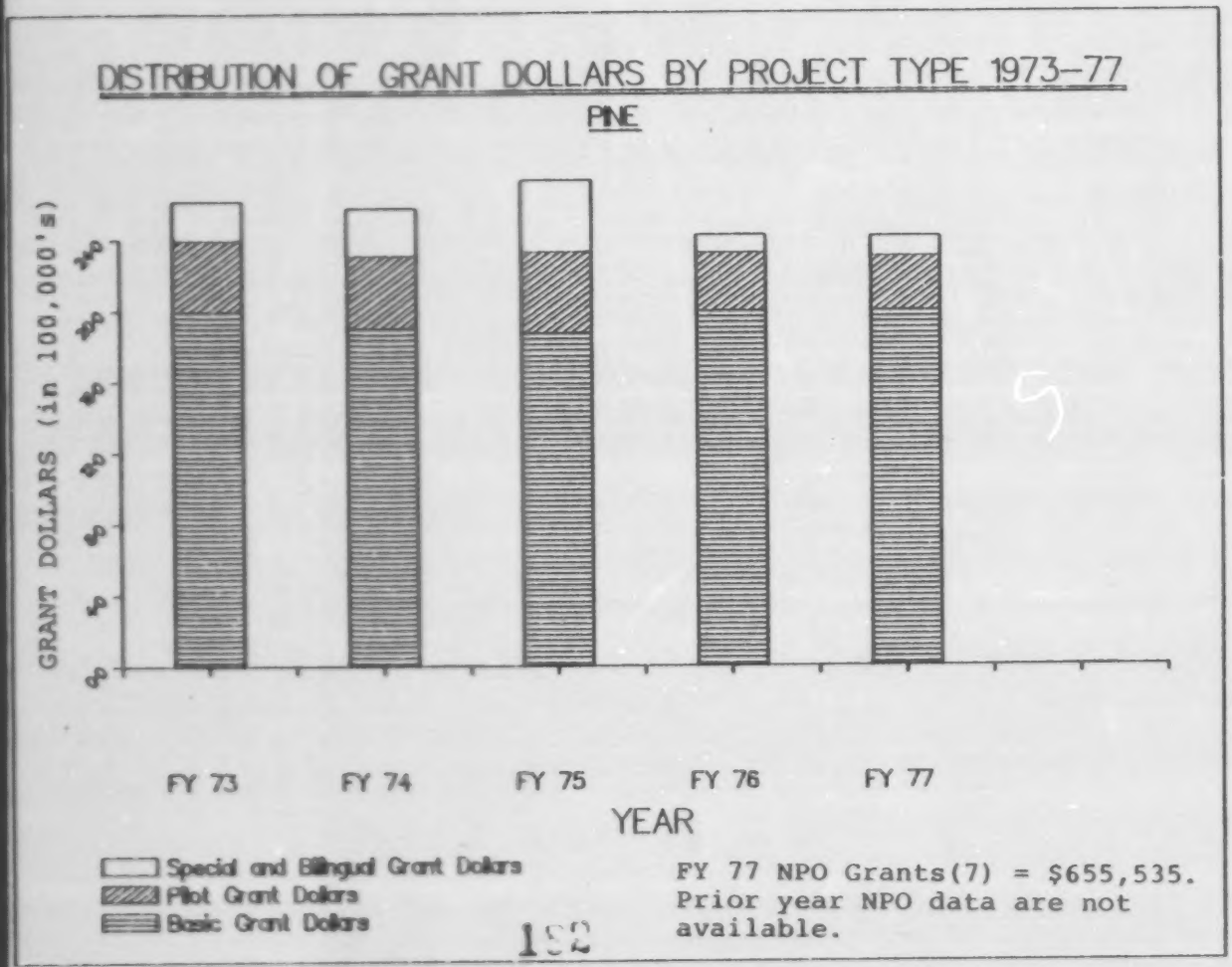
Introduction

Pine is an urban, southwestern school district with an estimated total enrollment of 210,000 and a minority enrollment of 66 percent consisting of black and Hispanic pupils. Pine has been under a series of court orders to desegregate its schools since 1959. In 1970, the court required the district to desegregate its teaching staff and to pair schools. A magnet school plan was accepted by the court in 1974 to further reduce minority isolation.

In FY 77, Pine received funds for ESAA Basic, Pilot, and Speciall projects. It was also served by seven NPO projects. This was the fifth year that Pine had been awarded ESAA grants. (See Figure 1). The Special project was awarded its full request of $114,000 to implement a minority business ownership and management program in two elementary, two junior high and two senior high schools. The primary objective of the Special project was to interest students in business and management and to enhance student awareness of business operations. The Basic project ($1,900,000) provided staff development to non-minority teaching staff assigned to 44 predominantly minority schools. The objectives of the project were to lower the teacher turnover rate in Pine and to reduce the high absentee rate among minority students. Pine's Pilot project ($325,000) supported a middle school which provided an alternative educational facility for students having academic or disciplinary problems in the regular school setting.

The district's magnet school program instituted in 1974 to reduce the number of minority isolated schools was found ineligible for funding under ESAA because the ethnic composition of participating schools was not in compliance with ESAA regulations. To comply with the Federal regulations would have required the district to go against the court order. All district respondents agreed that the major problem in continuing to implement Pine's desegregation plan would be the preservation of racial balance in view of an increasing minority enrollment.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973-77
PINE
GRANT DOLLARS (in 100,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grants(7) = $655,535.
Prior year NPO data are not available.

Pine also received 9.5 million dollars from Title I, ESEA, which served students in pre-kindergarten through grade six. There was no overlap between ESAA and Title I, since ESAA funded activities were concentrated at the secondary level.

Desegregation History

Pine received its first court order to desegregate the schools in 1959 as a result of a suit filed by a local civil rights organization on behalf of a minority student. The first plan consisted of grade-a-year desegregation beginning with elementary schools and working up to the secondary schools. Later, the court required the district to implement a freedom-of-choice plan. This plan proved to be ineffective because non-minority children rarely chose to attend a predominantly minority school. Respondents noted, however, that some black students did choose to attend predominantly white schools.

In 1970, the court required the district to desegregate its teaching staff. The court maintained that the racial composition of the teaching staff at each individual school should reflect the racial composition of the district as a whole. District respondents agreed that Pine's greatest problems with desegregation occurred when the staff were reassigned to comply with the court order. The reassignment took place in the one-month period between the date of the court order and the start of the next academic year. Hence, the reassignment of teachers created confusion, but there were no incidents of overt hostility.

In addition to staff reassignment, the court required the pairing of schools. The first two years of the school pairings affected black and white students. Hispanic students were excluded because they were not classified as a minority at the time. By 1974, Hispanic enrollment in the district had increased such that pairing was occurring between two minority groups -- blacks and Hispanics. As a result, half the students enrolled in Pine continued to attend racially isolated schools.

Since the objective of desegregation was not being realized, a task force of community people was formed to study the desegregation plans of other cities and to design a viable plan that would be sufficient to satisfy

the court. Their recommendations led to the adoption in 1974 of a magnet school plan which was accepted by the court. The magnet school plan amended the 1970 decree, deleted pairing and, for the first time, classified Hispanics as a brown minority. The 47 magnet schools currently in operation were developed using techniques derived from the district's first ESAA Basic and Pilot projects. A district administrator stated that the goal of the magnet schools was to revive student interests around a commonality of concerns which would be more lasting than any type of forced desegregation.

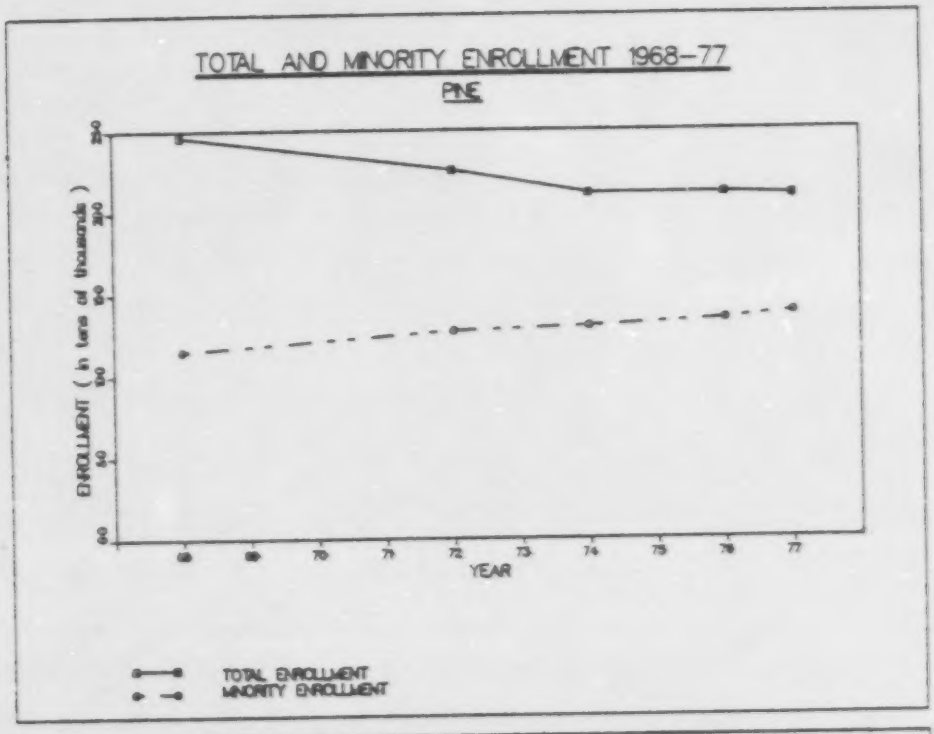
The Pine desegregation plan was still being monitored by the court. District respondents felt that desegregation in Pine was in a transitional stage because the district was still seeking ways to achieve a total desegregation of its schools. It was emphasized that the district's efforts to desegregate have become more difficult because of the presence of two sizable minority groups, one of which is non-English speaking.

Since 1968, there has been an overall decline in total enrollment. (See Figure 2.) The sharpest decline occurred between 1972 and 1974; after 1974, total enrollment stabilized. The number of minority children in Pine has increased steadily since 1968. The high minority isolation index indicates that a large number of students attended schools that were over 50 percent minority. The racial imbalance index declined between 1968 and 1974, but a high number of schools in the district had enrollments which did not reflect the ethnic/racial composition of the district as a whole.

In 1974, minority students (Black and Hispanic) comprised over 60 percent of the total enrollment. (See Figure 3.) In 1970, 19 percent of the children aged 6-17 in Pine were from families with incomes below the Census defined poverty level. The number of minority children from families with incomes below the poverty level was nearly double the number of white children. Pine had a small private school enrollment in 1970. Few minority students attended the private schools.

Expenditure data showed that Pine had a relatively high teacher salary (the district average was 14 percent greater than the state average) and a relatively high average per pupil expenditure (the district average was 11 percent greater than the state average). The district also had a relatively high ratio of pupils per teacher

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968-77
PINE
ENROLLMENT (in tens of thousands)
YEAR
TOTAL ENROLLMENT
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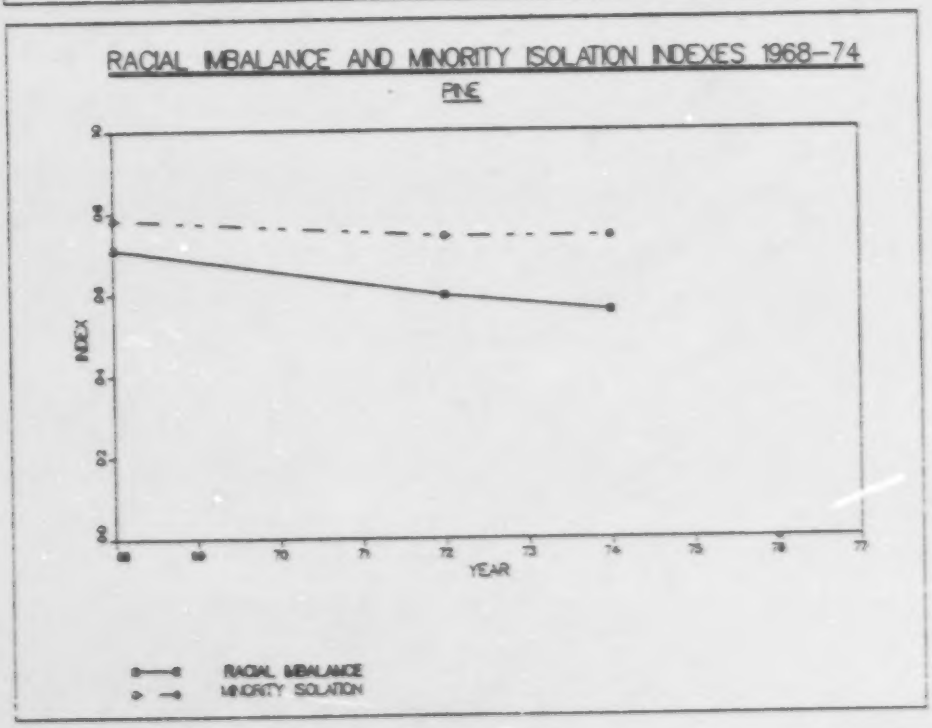
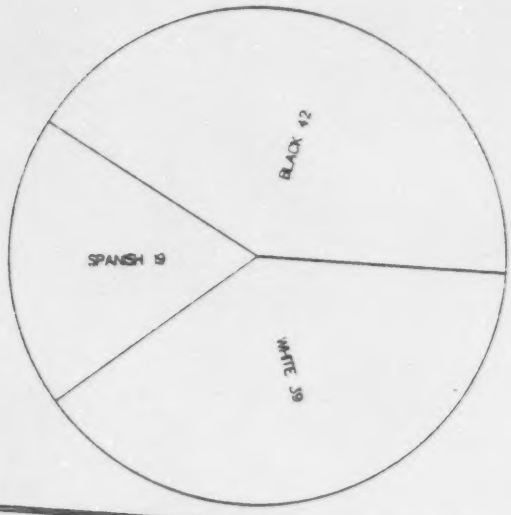

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968-74
PINE
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

FIGURE 3

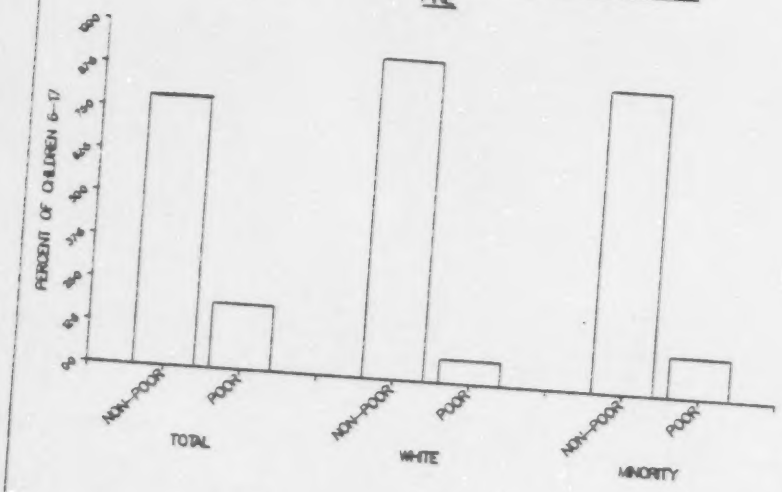
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974

PIE



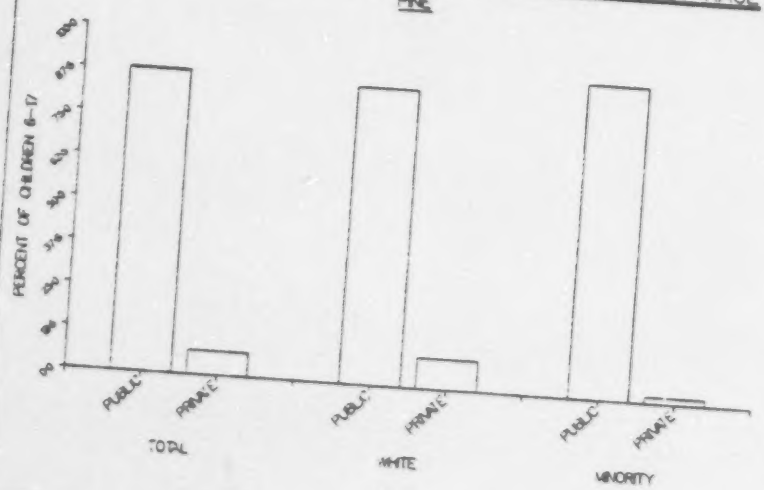
CHILDREN 6–17 BY POVERTY STATUS AND RACE

PIE



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE

PIE



(the district average was 7 percent greater than the state average). Federal revenues comprised 6 percent of the district's total revenues.

The Special Project

A Special project has been funded in Pine for the past 2 years. The primary objective of the project, as stated in the application, was to stimulate student interest in business and management and to enhance student awareness of business operations. A district official stated that the acquisition of business fundamentals and management skills would encourage students to consider business as a career. The high failure rate of minority-owned businesses in Pine, as well as in the country, was cited as the justification for the project. Respondents, however, could not relate the project's activities or focus to the district's desegregation plan.

The project schools were chosen to reflect the overall ethnic composition of the school district. Schools were also selected from the same area to achieve a feeder - cluster system that would insure continuity of the project. Finally, only schools where the principal gave his/her consent were chosen. Two elementary, two junior and two senior high schools were selected to receive ESAA services from the Special project.

Students in each of the selected schools were recommended by vocational education teachers and department heads to participate in the project. At the time of the site visit, respondents were not able to fully determine how many students were actually participating in the project. However, the number of participants was less than had been projected in the application. Because funding notification was received in October, the project was not fully implemented during the first quarter of the academic year. It was estimated that 150 students in each school would eventually participate each quarter.

The major activities of the project centered around field trips, guest speakers, and career days. At the elementary level, these activities were integrated into the existing school curriculum. At the secondary levels, project activities were similar but also included simulated business activities and a business club.

Classes at the secondary level were taught by regular teachers from the vocational education department. The business curriculum was adapted from modules developed by specialists who were also responsible for in-service training for the classroom teachers. Classroom teachers participated on a voluntary basis. The specialists were selected on the basis of prior business experience and their interest in business education.

The Basic Project

Pine received 1.9 million dollars in FY 77 to implement a Basic project designed to achieve a lower teacher turnover rate by providing staff development for non-minority teachers assigned to predominantly minority schools. The Basic project had two objectives: to provide support to non-minority teaching staff assigned to 44 predominantly minority secondary schools (34 public and 10 private schools) because of the court ordered staff reassignment and to aid children in overcoming the educational disadvantages of minority isolation.

District respondents cited several reasons for the high teacher turnover rates. Many of the reassigned teachers were inexperienced and unable to cope with the pressures of teaching at a predominantly minority school. Others were veterans of the school system and were reluctant to adapt to a desegregated classroom. Respondents felt that staff development training provided by ESAA could help sensitize teachers to the needs of the students, especially as the student population changed and became more diversified. Helping teachers to adjust to the predominantly minority classroom would, in turn, deter potential drop-outs and reduce the high absentee rate among minority students.

The major activities of the project focused on providing in-service training to teachers who, on the basis of annual evaluations, were identified by school administrators as being in need of staff development. Participation in the project was not mandatory; however, one administrator stressed that the district's teacher accountability model made it virtually imperative that every teacher so identified attend the center.

Teachers who participate received their training at a staff development center which was away from their home schools. While receiving training, teachers were relieved

of their regular classroom duties. Before attending the in-service training sessions, the classroom teacher was observed by a mobile master teacher who determined the teacher's weaknesses. The mobile master teacher then worked directly with the regular classroom teacher and members of the interdisciplinary teams to determine which techniques were best suited for effective classroom management. The interdisciplinary teams consisted of specialists in the areas of math, English, social sciences and language arts. They were hired to assist teachers in modifying their curriculum. Participants attended the training sessions until they had demonstrated a mastery of the techniques designed to strengthen classroom management. Five hundred teachers participated during the project year.

The Pilot Project

Pine received a Pilot grant for $325,000 to operate a middle school for students in grades 6-8. The focus of the activities was to provide individualized instruction to those students identified as having academic or disciplinary problems in a regular school setting. The middle school provided an alternative educational facility to students who would, under normal circumstances, drop-out, have frequent absences or be underachievers. A community respondent stated that the main impact of the Pilot project has been the rising self-esteem of participants.

Teachers who participated in the Basic project demonstrate their mastery of techniques received through in-service training by teaching the students in the Pilot project.

The NPO Projects[2]

The Pine chapter of a national women's organization received $55,000 to fund an ESAA NPO project. This was the second consecutive year that this organization had been awarded ESAA funds. Both years, the project focused on the human relations needs of the district with the objective of making students aware of the value of cultural diversity in the nation.

Approximately 500 junior and senior high school students participated in the project. Most of these students were selected because they lived in one of the most economically deprived communities in Pine and had little exposure to life outside their community. These students also had low self-concept which often resulted in poor academic performance.

The project had four major components:

1. a vocational education program which was connected with the magnet school program;

2. a cultural program and performing arts workshop;

3. a 3-day human relations program; and

4. a multi-ethnic panel of students who met once a week during lunch to discuss various human relations topics.

One respondent stated that despite the success of the human relations programs, Pine would not continue them without ESAA funds; these types of programs have low priority in the district.

The NPOs in Pine met as a group once a month to discuss the various problems and needs of the district, to share new ideas, and to keep others abreast of the progress of individual projects. One respondent stated that the NPOs work well together and have a strong sense of the needs of the district.

Other Federal Programs

Pine has planned its Federal programs in such a way as to avoid all overlap in services rendered to staff and students. One administrator stated that there was a strong interrelationship and continuity among the district's several programs; several examples were cited to confirm this. The district's Basic project focused on staff development and was linked to the Pilot project so that students at the middle school served by the Pilot were taught by teachers participating in the Basic project. Funds from Title IV-C, ESEA were being used to operate an alternative educational facility for potential drop-outs in grades 9-12. This program was initiated through a Pilot grant the district received 3 years ago.

The Title I, ESEA grant ($9,500,000) served 22,000 students in pre-kindergarten through grade six (out of a total of 51,000 who were eligible). Activities funded by Title I focused on remedial work in language arts and math, counseling and supportive services, prescriptive learning, and staff development for teachers of eligible Title I children. The staff development component was adapted and extrapolated for use at the elementary level from earlier Pilot projects.

Pine also received a 5 year Title VII, ESEA grant ($543,000) which was targeted at 6,000 Hispanic students in the 65 schools in the district with an Hispanic enrollment over 30 percent. In FY 77, the bilingual program was in its third year of operation. The district had received ESAA Bilingual grants in past years, but not in the previous 2 years.

All Federal programs except Title I were concentrated at the secondary level. Pine has received a substantial amount of state compensatory funds for use in its secondary schools; this has enabled Title I monies to be focused on the elementary schools. Respondents emphasized that Pine has made special efforts to insure that there was no duplication of programs. Pine has designed its Federal programs so that all groups within the school system benefit from them.

Further Observations

Respondents in Pine had a favorable perception of ESAA and its role in the district. ESAA funding was one area in which respondents expressed some dissatisfaction. They felt that forward funding would be a better alternative to the year-to-year funding and would insure continuity of projects to allow time to achieve project objectives. One respondent suggested that the projects be funded for a certain number of years with periodical accountability.

Most respondents did feel that the Pine school system would be financially capable of continuing the ESAA projects without Federal assistance, although they were uncertain whether the school board would concur.

FOOTNOTES

1 The Special project was the primary focus of this case study.

2 Although Pine received seven NPO grants, only one NPO representative was interviewed.

REDWOOD

Introduction

Redwood is an urban midwestern district with a 23 percent minority enrollment. Redwood adopted a voluntary desegregation plan in 1972, but almost immediately thereafter the implementation of the plan was placed under court supervision. In FY 77 Redwood received its fifth consecutive Basic grant, its second Special grant and its third consecutive NPO grant (see Figure 1). The Basic grant ($358,000) provided remedial education in 10 schools; the Special grant ($180,000) provided a remedial education and behavior modification program at a neutral site school; and a Non-Profit Organization grant[1] ($54,000) provided a program designed to improve home/school relationships and to increase parental participation in educational matters.

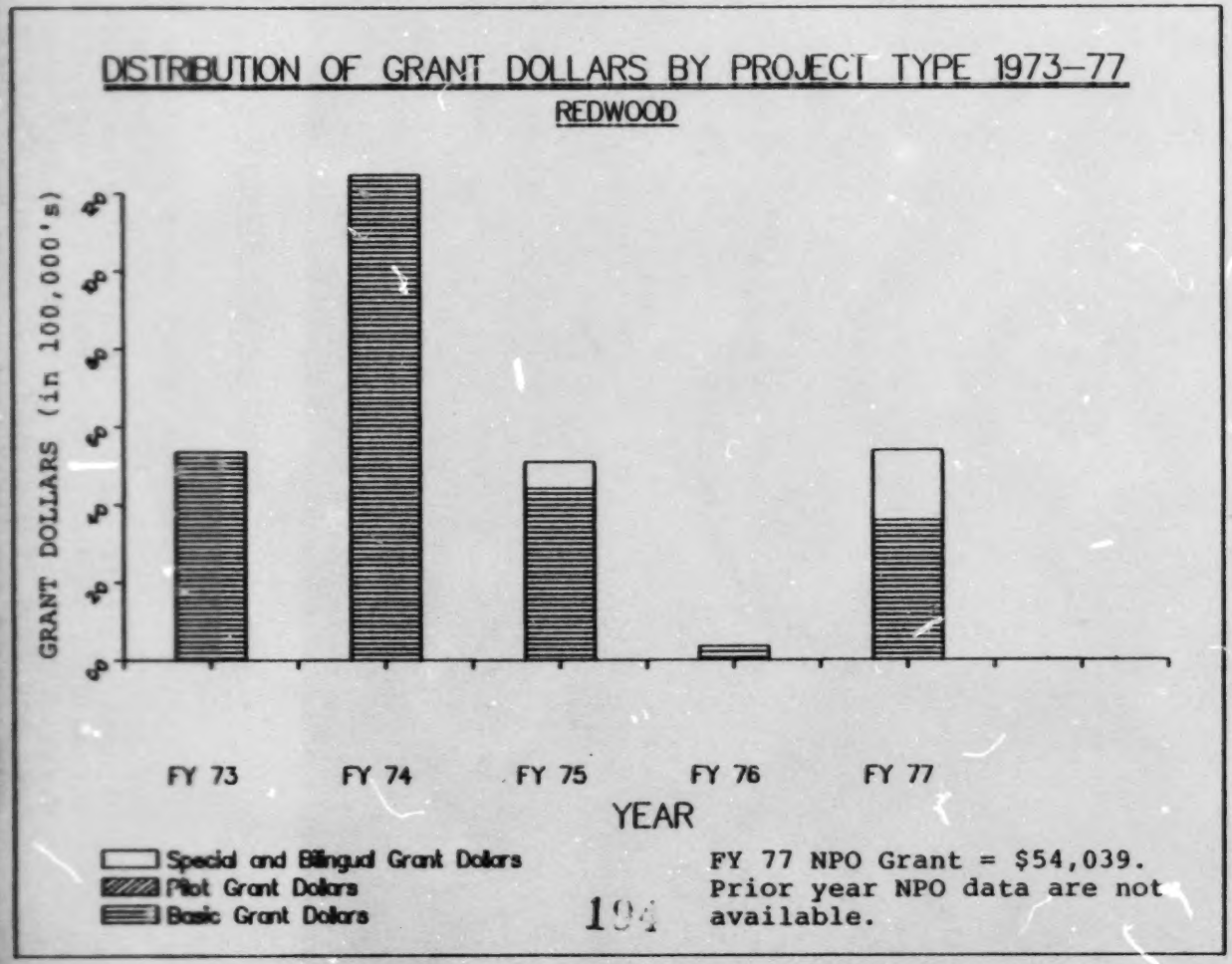
Outwardly desegregation has proceeded peacefully. However, there was consensus among most respondents that minority children faced continued discrimination, including, in particular, negative labelling and inappropriate placement in special education programs. The NPO project, supported by the local chapter of a national civil rights organization, was designed to address this problem through activities which impacted upon parents and guardians of minority children.

Redwood's Title I, ESEA project, similar to the ESAA Basic and Special projects, provided remedial education. While both ESAA projects served students in grades 5-8, Title I served students in grades 1-8.

Desegregation History

In 1967 the Redwood school board adopted a voluntary busing program; in 1970 it developed guidelines for voluntary desegregation. In 1972 the board adopted a plan for gradual mandatory desegregation of more than 50 of the district's 121 schools. The plan was to be implemented over a period of 3 years; high schools would be desegregated the first year, junior high schools the second year, and elementary schools the third year.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973-77
REDWOOD
GRANT DOLLARS (in 100,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grant = $54,039.
Prior year NPO data are not available.

Shortly after adoption of the plan, a Federal court suit brought by a number of black parents was decided in favor of the parents. In its ruling the court agreed to accept the board's plan, but added specific goals and time constraints. Implementation was placed under court supervision, which continues to date.

The features of the desegregation plan included pairing and clustering of schools and the creation of educational alternatives within groupings, redrawing of attendance boundaries, development of magnet schools, and busing. Approximately 20 percent of the district's students, including both minority and non-minority students, were bused to schools outside their neighborhoods.

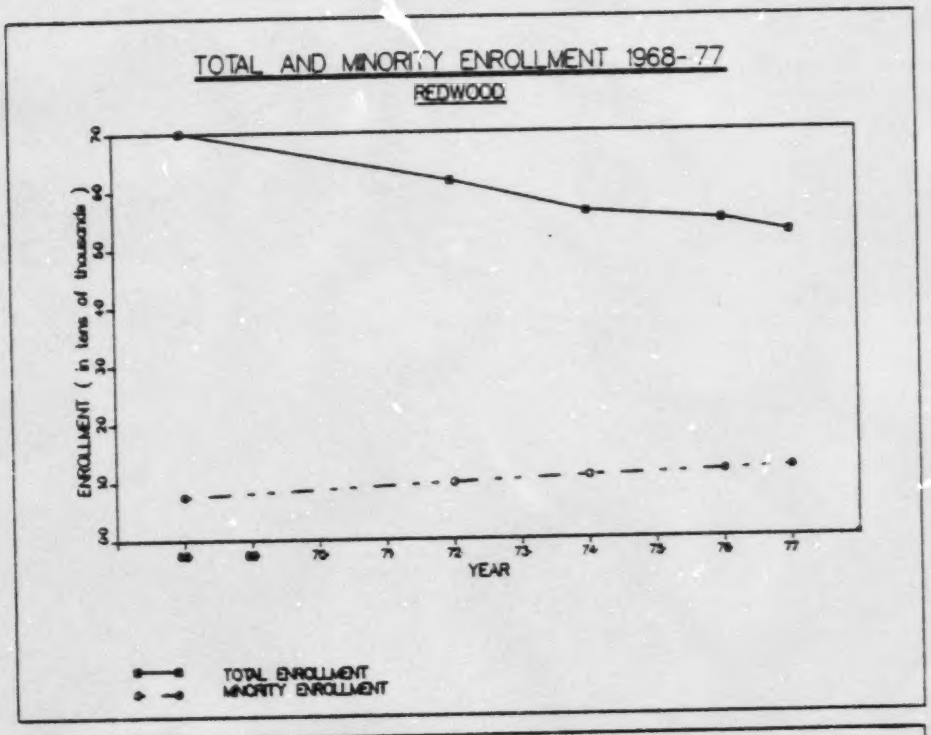
Initially there was substantial community opposition to the plan, and several school board members were elected on antibusing platforms. However, once underway, desegregation proceeded relatively peacefully.

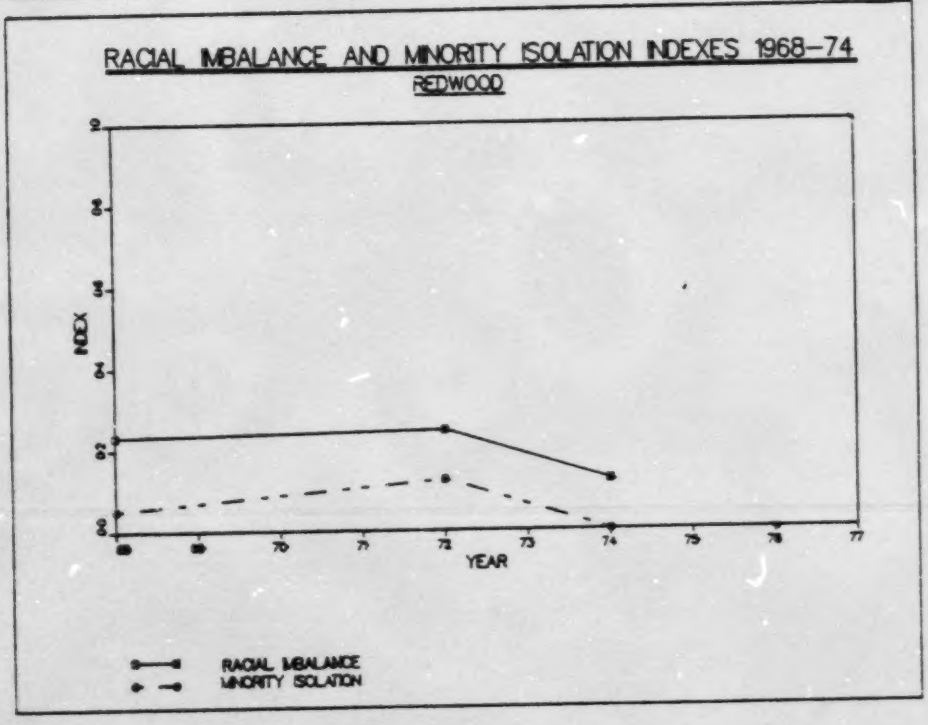
Some adjustments in the original plan have been required since its initial implementation, partially due to resegregation. Respondents noted that while "white flight" has been negligible, resegregation has been encouraged by the construction of high density, low income housing and "redlining" in the private housing sector. A district official reported that the school system has attempted to include Federal housing authorities as codefendents in the school desegregation case because of the continuing impact of low income housing on attendance patterns.

The school system recently appealed for dismissal of the desegregation case, but the court has ruled that compliance with its order has not been completely achieved. School administrators believed, however, that the case will likely be dismissed during 1978. According to the district's FY 77 ESAA application, 35 schools and 36 percent of the district's enrollment were affected by the plan.

There has been a steady decline in the total enrollment in Redwood between 1968 and 1977. (See Figure 2). During the same period the minority enrollment gradually increased. In 1968, minority enrollment was 11 percent. By 1977, minority enrollment had increased to 23 percent. The minority isolation index indicates that between 1972 and 1974, the period of plan implementation, the number of minority children attending schools that

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968-77
REDWOOD
ENROLLMENT (in tens of thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT


RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968-74
REDWOOD
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

196

were over 50 percent minority decreased to zero. The level of racial imbalance also decreased between 1972 and 1974, but the index indicates that some students in Redwood still attended schools that did not reflect the racial composition of the district as a whole.

In 1974, four minority groups were represented in the district's pupil membership. Whites comprised 81 percent of the total enrollment and 12 percent of the total enrollment was black. (See Figure 3.) In 1970, about 12 percent of the children aged 6-17 in Redwood were from families with incomes below the Census defined poverty level. Approximately 15 percent of the children aged 6-17 in Redwood were enrolled in private schools in 1970; almost 20 percent of the white school-aged population attended private schools.

Expenditure data showed that educational costs in Redwood were high. The district had a relatively high teacher salary (the district average was 19 percent greater than the state average) and a relatively high per pupil expenditure (the district average was 43 percent greater than the state average). The district also had a relatively high ratio of pupils per teacher (the district average was 12 percent greater than the state average). Federal revenues comprised 9 percent of the district's total revenues.

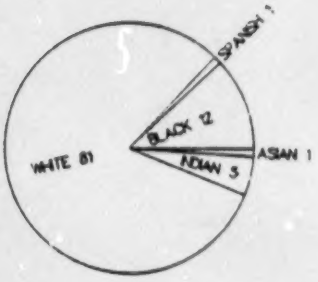
Needs

Most respondents, particularly those outside the school system, felt strongly that regardless of the degree of compliance with the desegregation plan, the desegregation of Redwood's schools was far from complete. They expressed the belief that the system was still filled with instances of discrimination and that the root causes and major effects of racism were not being addressed. They believed teachers and principals were unprepared to deal with students who differed socially and economically from the non-minority population. Extensive human relations training was seen as essential.

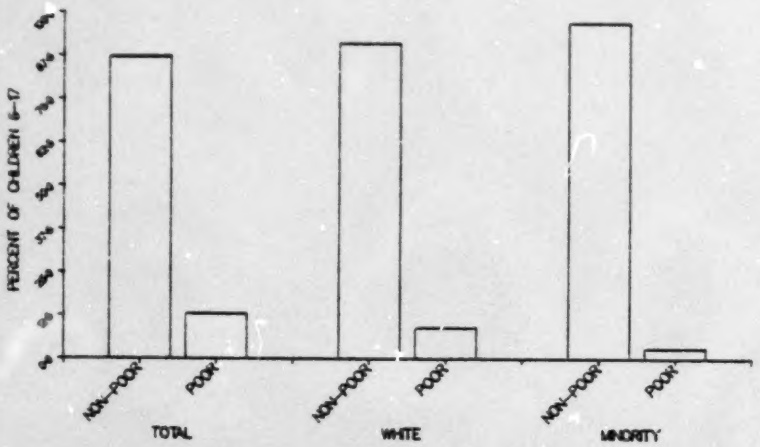
As an example of continued discrimination, respondents pointed to the disproportionate numbers of black children placed in special education programs, both within regular schools and in separately located centers. Most of the separately located facilities, respondents noted, had at

FIGURE 3

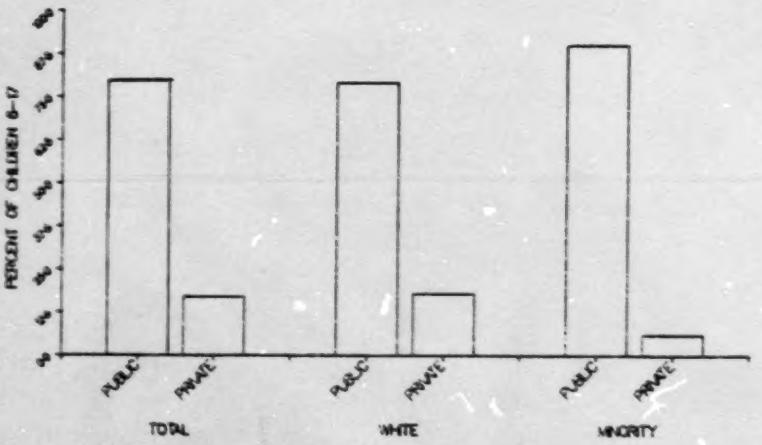
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974
REDWOOD



CHILDREN 6–17 BY POVERTY STATUS AND RACE
REDWOOD



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
REDWOOD



least a 50 percent black population.[2] Even within the regular schools, placement in special education classes caused children to be isolated in the elementary schools and limited to vocational programs in the secondary schools.

A number of respondents cited the use of the drug Ritalin to control student behavior as an example of what was perceived to be the school system's emphasis on "keeping the lid on" desegregation related tensions, rather than dealing with them directly. They reported that the drug was recommended for specific children by school personnel, that it was prescribed by public health doctors, and that it was administered by classroom teachers.

In contrast to the perceptions of almost all respondents outside the school system (and of some from within), a Redwood school official identified violence in the schools as the system's chief desegregation related problem. This respondent felt that low income minority children created a threat to other school children. This view was supported by a school level respondent who said that minority children now entering Redwood's schools were more violent than their predecessors. This person believed that these children saw more violence at home and were reflecting deep seated problems in their behavior at school. These respondents suggested that more counseling for the children would be helpful.

The Non-Profit Organization Project

The Redwood NPO project ($54,000), supported by the local chapter of a civil rights organization, was aimed at the problems of inappropriate placements of minority children in special education and of inadequate minority parent participation and influence in the schools. The NPO's principal strategies were community education, community organization, and advocacy on behalf of individual children and families.

According to NPO respondents, major decisions regarding minority children (e.g., special education placements, use of Ritalin) were generally made without adequate parental participation. These respondents believed that minority parents had limited access to decision-making processes, and, moreover, that minority parents often felt inadequately prepared to counter

arguments or oppose decisions made by those in authority, who were regarded as having special expertise. Questions were also expressed about the adequacy of procedures for safeguarding the rights of children.

In addition, minority parents were believed to exercise little influence on the formulation of school board educational policy. The perception was widespread in the community that limiting minority involvement and power was a deliberate policy of the school administration. Minority parents felt at a particular disadvantage when the pairing and clustering of schools combined children from different socio-economic backgrounds.

To overcome these disadvantages, the NPO project was targeted at parents in the Lakeland community, whose children attended the Johnson school cluster. The Johnson cluster served children from kindergarten through eighth grade who were drawn from Lakeland, the least affluent section of the city, and Highlands, the most affluent.[3] Lakeland was an area which evidenced many problems including a large number of low income families, high divorce and juvenile delinquency rates, and many single parent households. Highlands residents, on the other hand, were typically well-to-do professionals with a history of exercising influence over the educational programs designed for their children. The NPO felt that Lakeland parents would have little influence in the schools and that their children would be adversely affected by educational policies developed largely by others. Thus intervention was seen as necessary if desegregation of the Johnson cluster was to be successful.

The NPO primarily focused on the problems of minority placement in special education. The NPO's strategy for reducing special education placement was keyed to Public Law 94-142, the new Education for All Handicapped Act. This act guarantees all children an appropriate educational placement regardless of handicapping conditions or impairments and includes various due process protections. The ESAA NPO project was designed to monitor implementation of the law, to inform parents of their and their children's rights, and to support and assist parents in asserting those rights and in actively participating in planning for their children.

Project staff consisted of two full-time community organizers,[4] both with flexible schedules allowing evening work. Through door to door canvasing and a variety of other activities, project workers attempted to increase community awareness of the large numbers of minority children assigned to special education. Through workshops they have attempted to impart to parents a "layman's understanding" of the process through which children are referred and assigned to special education.[5] The NPO civil rights organization also received permission to serve as advocates for parents and children at the meetings at which placement decisions are made. Between September and November of 1977, NPO workers took part in 25 to 30 such meetings.[6]

The NPO project staff also assisted the community in monitoring the special education programs in each of the four schools in the Johnson cluster. Parent groups met regularly at the NPO office to discuss problems and to develop strategies to further their children's opportunities.

Although primarily focused on problems relating to placement in special education, the project did provide other services. The NPO acted to facilitate community identification of other educational issues. Project workers arranged a series of coffee hours in neighborhood homes to discuss a wide range of problems. Attendees were helped to identify mutual concerns and to arrive at strategies for the resolution of problems. Respondents considered these coffee hours to have been very successful, and from them have evolved a number of committees and task groups which carried on significant activities in regard to the schools.

In the schools, NPO organizers led "friendship groups" and developed human relations activities for students and teachers.

The Basic Project

Redwood's Basic proposal requested four components including basic remedial education. Only the basic education component was funded ($300,000). The grant supported reading services in 10 participating schools (six junior high, one middle and three parochial schools). Approximately 75 children in each school received special reading instruction in place of regular English classes.

Students were selected primarily on the basis of achievement test scores, with those scoring lowest generally served first. However, an ESAA staff member indicated that race was also a factor in selection. She stated that in order to prevent the project from being labelled a "black remedial project," black enrollment was limited to no more than one-third of the total enrollment in each school. She estimated that at present two-thirds of the students eligible for ESAA services, according to their test scores, were being served.

The Special Project

Redwood received a Special grant of $180,000 to be used in a neutral site middle school. The funds supported a separate program of remediation and behavior modification within the school for students labelled as having behavioral, emotional, social or educational problems. NPO respondents described this program as another example of the continued resegregation they believed to be occurring in the Redwood school system.

According to the project proposal, approximately 750 students were to be served. As of November, 1977, only 30 children were in the program. The staff hoped another 30 would be served when the first group was mainstreamed back to regular classrooms.

Project staffing also differed from that described in the proposal. The proposal requested three teachers, four psychologists and two aides, while respondents reported that the staff included four teachers, one psychologist and four aides.

Other Federal Programs

Redwood's Title I, ESEA program provided remedial services similar to those provided by the ESAA Basic and Special grants. Title I served elementary, middle and junior high schools, while the ESAA projects were focused only at the junior high or middle school level. Those children served by Title I scored two or more years below grade level in basic skills.

Redwood combined bilingual funds with Vietnamese Refugee Act and CETA funds to provide what it hoped would be a developing program in bilingual education. One junior high school employed a teacher and an aide to work with Vietnamese students, and two elementary schools shared a teacher and two aides to work with Hispanic children in kindergarten and first grade. Special curriculums were being developed for these classes. Teacher training was also provided to help teachers develop sensitivity to children for whom English was a second language.

Further Observations

Most respondents felt that despite the serious and continuing human relations problems in the schools, human relations activities would no longer be funded by ESAA in Redwood. In support of this view they pointed to the fact that only the remedial education component of the ESAA Basic proposal was funded. ESAA staff believed that remedial education was the one area that the school district would most likely fund were no Federal support available. Other respondents disagreed, however, stating that the district would not pay for large scale remedial programs.

There was a general consensus that efforts were necessary to improve the self-esteem of minority children and that adult minority role models were necessary to such an effort. However, at present there were few role models available among school personnel and the situation was unlikely to change. Although administrators expressed a commitment to affirmative action, declining enrollments and limited funds have made new hiring impossible.

Redwood's school officials expressed dissatisfaction with the present ESAA state apportionment formula. They felt that states with relatively low minority populations but with urban centers in which there were high concentrations of minorities were not treated equitably. They described as detrimental the annual competition among major cities in their state for limited ESAA funds.

Respondents also identified the timing of the ESAA funding as causing problems in the implementation of projects. However, since ESAA teachers were drawn solely from the pool of teachers made available by declining enrollments, teacher recruitment was not a major issue.

FOOTNOTES

1 The NPO grant was the primary focus of this site report.

2 A school board member suggested that one such facility be renamed the "Martin Luther King Center" because of its large proportion of black students.

3 Lakeland, Johnson and Highlands are pseudonyms.

4 The NPO grant was approximately 20 percent less than the original request. As a result the project was cut from 12 to 10 months, and the non-profit organization assumed many of the operating expenses. Activities and staffing levels were not changed.

5 The process usually begins with a school staff member calling a meeting to discuss a child who appears to have serious social or academic deficiencies. The meeting is attended by the principal, social worker and teacher. If it is agreed that special education is necessary, a second meeting is held which includes a representative from the special education department. By regulation parents must be invited to participate in both meetings, but until implementation of the NPO project they rarely appeared.

6 Although project workers served primarily as advocates for parents and children, they sometimes acted on behalf of the schools as well, communicating and interpreting the school administration's point of view to parents.

SPRUCE

Introduction

Spruce is a far western, urban school district with an enrollment of 16,000 students and a 32 percent minority enrollment. Spruce implemented a voluntary plan affecting only the district's elementary schools in the 1972-73 school year under the threat of court action by a civil rights advocacy group.

In FY 77 the district received a Basic grant ($310,000) to support in its elementary schools remedial programs in reading and math, multi-cultural education, in-service training and a home-school (guidance and counseling) component. All components were designed to increase student achievement levels. Spruce has received ESAA Basic grants for five consecutive years (see Figure 1); each grant has had a similar focus and similar activities.

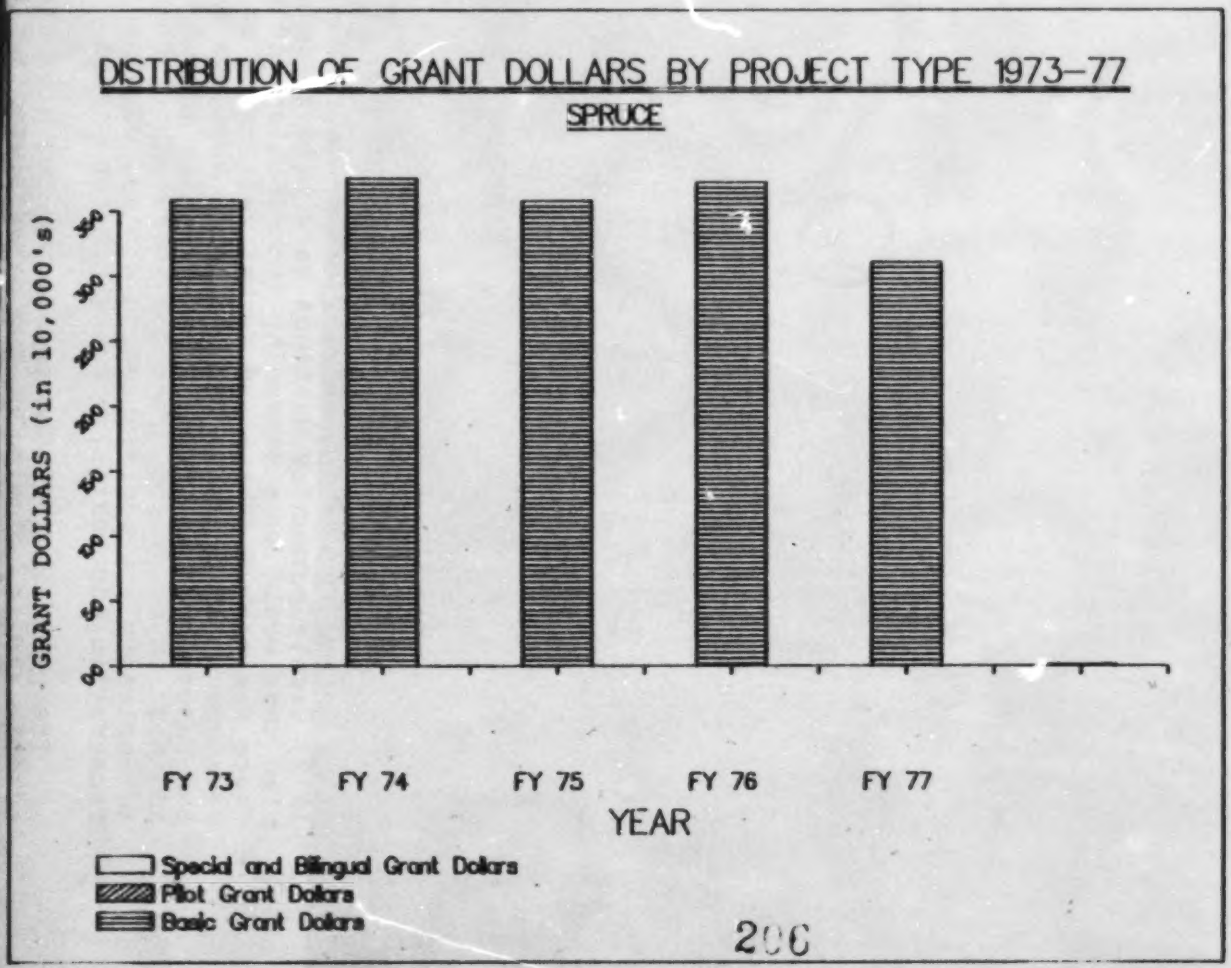
Spruce's minority enrollment is predominantly Hispanic and there has been pressure from the Hispanic community for bilingual services. There has also been pressure from th black community for additional black staff members to provide positive role models for minority children. In 1976, the district was found to be out-of-compliance with respect to services to bilingual students.

Desegregation History

Prior to the development of the district's plan in 1972, weekly community meetings were held to develop a plan that would have community contribution and support. There was heated debate and verbal resistance to the development of a plan. The community meetings resulted in the recommendation of one plan while the school administration proposed another. The school board chose to implement the administration's plan, causing frustration and hostility among citizen groups.

The plan required the pairing of two elementary schools and the closing of two other elementary schools. The school pairing plan made one elementary school a K-2 center and the other a grade 3-6 center. The school

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973-77
SPRUCE
GRANT DOLLARS (in 10,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars

closings required the redrawing of attendance zones and additional school busing to achieve racial balance. According to the district's ESAA application, all 12 elementary schools were affected by the plan.

Total enrollment in Spruce increased between 1968 and 1972, but decreased between 1972 and 1977 after plan implementation. During that same period minority enrollment increased slowly. (See Figure 2.) Implementation of the plan in 1972 had little effect on the racial imbalance and minority isolation, which remained fairly constant between 1972 and 1974.

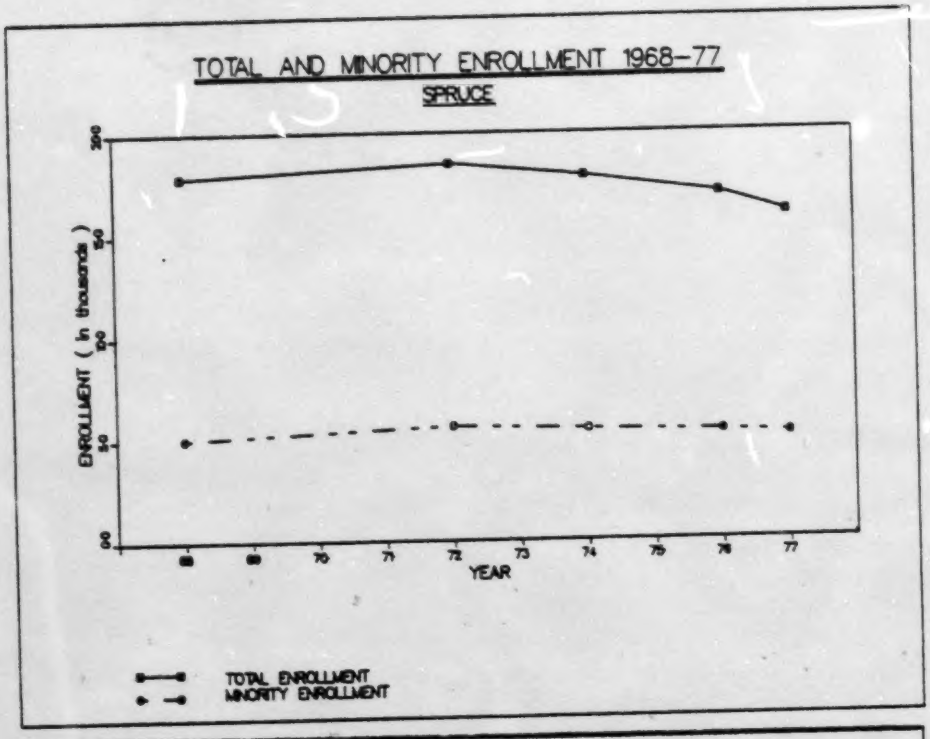
In 1974, 70 percent of the school enrollment was non-minority. The largest percentage of the minority population in Spruce was Hispanic; there was a small percentage of black and Asian students. (See Figure 3.) In 1970, a larger percentage of white than minority children aged 6-17 were from families with incomes below the Census defined poverty level. About 10 percent of the students were enrolled in private schools in 1970.

Shifts in the population since the implementation of the 1972 plan created problems for Spruce school administrators. The city's commitment to a "no growth" policy meant that the minority populations found it difficult to obtain housing. The school enrollment declined and the school board chose to try to retain teachers despite increasing costs for school and city services. These factors placed a heavy financial burden on the school district.

Expenditure data for FY 77 showed that the district had a relatively high teacher salary (the district average was 9 percent greater than the state average) and a relatively high per pupil expenditure (the district average was 46 percent greater than the state average). Spruce also had a relatively low ratio of pupils per teacher (the district average was 13 percent less than the state average). Federal revenues comprised 8 percent of the district's total revenues.

Recently, a civil rights advocacy group filed a lawsuit charging that the district failed to meet affirmative action guidelines in the hiring of black administrators and teachers. At the time the suit was filed, there were seven black teachers and one black counselor on a staff of 1,500. In a newspaper article, the director of the civil rights organization charged that:

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968-77
SPRUCE
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

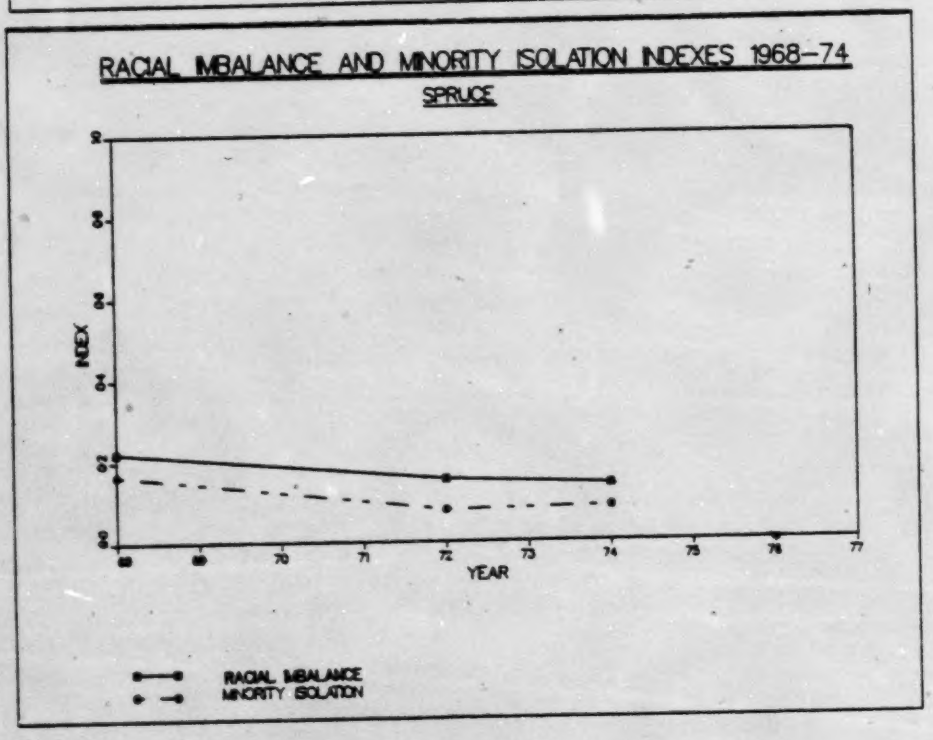
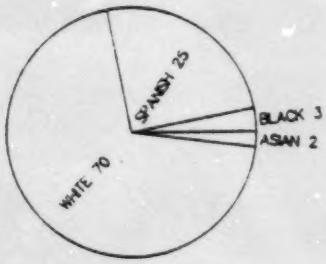
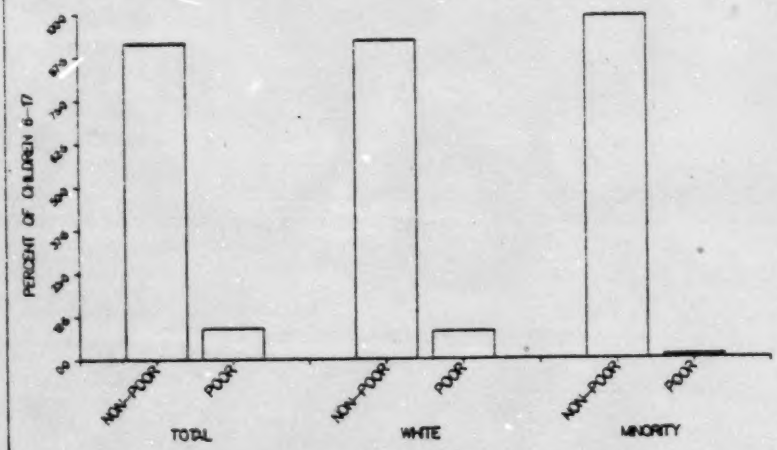

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968-74
SPRUCE
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

FIGURE 3

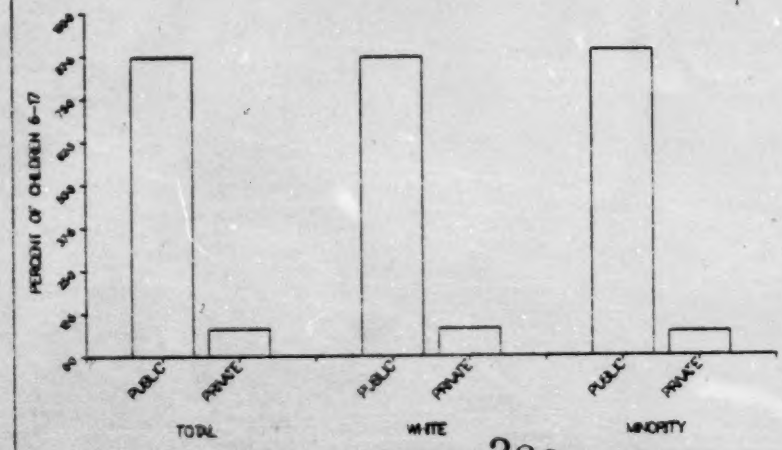
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS, 1974
SPRUCE



CHILDREN 6-17 BY POVERTY STATUS AND RACE
SPRUCE



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
SPRUCE



> The school board is playing games with black and brown people. I don't want to speak for Chicanos, but I do know that as far as blacks are concerned, we're not going to be used as pawns. We demand our fair share in the employment and education of our children. They should have role models to look up to.

In spite of a declining enrollment, Spruce experienced an increase in the Hispanic enrollment in the schools. School district personnel estimated that a large proportion of the Hispanic enrollment consisted of illegal aliens. Spanish-speaking minorities in Spruce sought further bilingual school programs. In 1976 the district was found to be out-of-compliance with the bilingual requirements of ESAA and was required to develop a new plan to serve the needs of bilingual students.

The Basic Project

The Spruce Basic application cited six needs: (1) remedial instruction in reading and math for minority group students; (2) curriculum resources and services to develop multi-cultural understanding; (3) opportunities for the development of positive student attitudes toward themselves and their peers; (4) in-service training to help teachers meet individual students' educational and emotional needs; (5) assistance for teachers in the form of clerks, aides, and resource specialists; and (6) programs to coordinate the efforts of schools, teachers, parents and students. Funds for four components -- remedial instruction, multi-cultural centers, in-service training and a home-school component -- were requested to meet these needs. When the project was funded for $120,000 less than was requested, the ESAA staff decided to implement all four proposed components, but to reduce the number of personnel that had been requested.

The remedial component was implemented at two elementary schools chosen for participation in the project because they were affected by the plan but did not receive other compensatory education funding. Students at the two schools who tested in the lowest quartile on state reading and math tests participated in the ESAA project.

The instructional approach varied at the participating schools. At one school, where team teaching was in effect, the math specialist worked with teaching teams to explain concepts and present available

materials. Classroom teachers then referred their students for individualized or small group work with the specialist. The specialist worked with the small groups or individual students in the classroom setting. At the other participating public school the specialist also worked with teachers, but tutored selected children outside their regular classroom. No attempt was made to select students by race or ethnicity at either school. ESAA provided funds for remedial teachers, classroom aides, and materials.

Two private schools participated in the Basic project and received materials and classroom aides, but did not receive the services of an on-site specialist. The application listed 783 public school and 293 private school proposed participants in grades 1-6.

The multi-cultural component was aimed at promoting multi-cultural understanding, increasing knowledge and appreciation of diverse cultural heritages, and helping students develop positive attitudes toward themselves, their peers and their school environment. ESAA provided funding to establish four resource centers located in the libraries of four elementary schools. Previous ESAA grants had been used to build these centers. The centers were designed to serve all teachers and students in all 12 elementary schools in Spruce. Each center served students and teachers in the school in which the center was located and teachers at neighboring schools. Classroom services, such as demonstration lessons, were provided by each center for teachers and students within the center's service area.

ESAA provided a multi-cultural teaching specialist for each center. The teacher divided his/her time between three or four schools. He/she visited with the teachers and told them of special materials or programs which the center could provide. In addition to multi-cultural specialists, the centers were also staffed by four aides. The aides worked in the centers and in the classrooms and provided multi-cultural experiences for children through arts programs.

The goal of the in-service training component was to train administrators, teachers, parents, and aides in dealing with the problems of contemporary society and education. The component aimed specifically at developing strategies for remedial instruction in math and reading and for the multi-cultural programs. All district

teachers and aides, and the faculty of the two private schools participating in the remedial component, were eligible to attend workshops, and they received stipends provided by ESAA for their participation.

Previous in-service training activities funded by ESAA had provided workshops in which half the district's teachers had participated. For FY 77, it was decided to divide the money available in this component among the participating schools for their own identified needs. Each school was given $350.00 to spend for consultants to run their own workshops. Although the schools were asked to identify their needs and submit their workshop requests to the ESAA office, at the time of the site visit (January 1978), no workshop had actually taken place. (One respondent did not anticipate that desegregation related issues would dominate the workshops.)

The home-school component was aimed at increasing each child's potential for successful school experiences by strengthening the cooperation between the home and school and by providing opportunities for extra-curricular self development. The component was targeted at the two public schools participating in the remedial component. Recipients of the ESAA services were students identified by teachers or principals as having personal or learning problems and the families of these children.

ESAA provided one aide to each school and a social worker who served both schools. The social worker referred children to the appropriate agencies and followed the identified students. The aide assisted the social worker in providing services to families of identified children. The aides made home visits to children who had high absentee rates, provided transportation for children and families to community agencies, and helped arrange community meetings on relevant topics. The aides also acted as interpreters for Spanish-speaking monolingual parents.

Other Federal Programs

Spruce received grants from Title I, ESEA and Title VII, ESEA during FY 77. Title I provided funds for activities and objectives similar to those of the remedial component of the Basic project. Title I served only schools eligible according to the poverty criteria; ESAA served only desegregated schools. Title I served four

elementary schools, none of which received remedial services from the ESAA Basic project. Title I services were provided at two of the schools which had an ESAA funded multi-cultural center.

The Title VII Bilingual project ($65,000) had two components, English as a Second Language instruction (ESL) and instruction in the child's native language. The classes funded under Title VII were intended to have a composition of two-thirds children with limited English competency and one-third children with appropriate grade level competency in English. According to one respondent, this mix was difficult to maintain.

SYCAMORE

Introduction

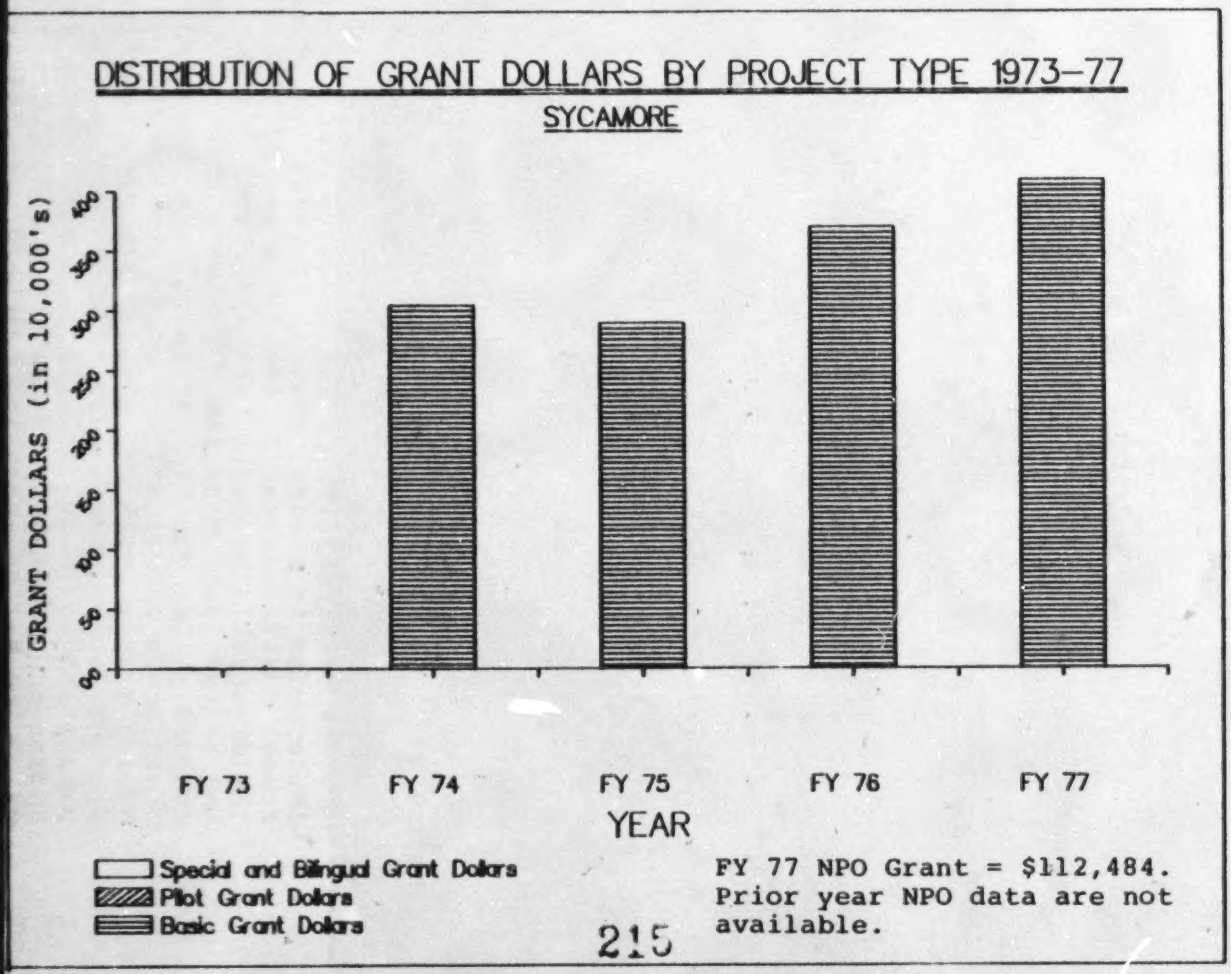
Sycamore is an urban, western school district with a minority enrollment of 55 percent. In 1968, Sycamore became the first district with a population over 100,000 and a significant minority school enrollment to successfully desegregate its schools through voluntary busing. The plan was widely publicized throughout the community and opposition was minimal. District respondents felt Sycamore's present need was in the area of in-service training for teachers to increase their ability to work with students from different racial/ethnic backgrounds.

Sycamore has received ESAA grants since FY 74. In FY 77, the district received a Basic and a NPO[1] grant. (See Figure 1). The NPO grant ($112,000) was awarded to a local arts group. They developed a poetry program designed to make elementary school students aware of the different cultures through the use of poetry dramatization. The Basic grant ($409,000) provided remedial and cultural activities to 1,000 public and non-public elementary school students. A parent-community involvement component was also included in the Basic project. District respondents felt there was no overlap between ESAA and the district's other Federal programs (Title I, ESEA, Title VII, ESEA, and Title IV, CRA) in terms of program activities.

Desegregation History

The desegregation of the Sycamore public schools was implemented in several phases. In 1964, the Sycamore school board voluntarily adopted a policy to desegregate the district's secondary schools. This plan called for the reorganization of the district's three junior high schools.[2] One junior high school was converted into a ninth grade school and the other two junior high schools housed grades seven and eight. Boundary modifications and student reassignments were made so that each school's population would be racially balanced. There was also an expansion of existing in-service training for teachers which focused on enhancing teachers' sensitivity to children of different backgrounds.

FIGURE 1


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
SYCAMORE
GRANT DOLLARS (in 10,000's)
0
50
100
150
200
250
300
350
400
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grant = $112,484.
Prior year NPO data are not available.

Four years later, under pressure from local civil rights and community organizations, the school board adopted and implemented a plan which desegregated all of Sycamore's 14 elementary schools. This plan divided the district into four zones, each zone containing approximately equal representations from the various racial, ethnic and socioeconomic groups in Sycamore. Within each zone, the elementary schools were reorganized into K-3 and 4-6 prototypes. The plan called for the busing of approximately 3,500 of the 9,000 elementary students; children from the predominantly minority areas of the city rode the buses to the K-3 schools in the predominantly white areas, and children from the predominantly white areas rode the buses to the 4-6 schools located in the predominantly minority areas.

The school board's decision was highly publicized and the community well-informed of the effects of this latest effort to desegregate the Sycamore schools. District officials felt that handling the matter in such an open manner would reduce any unfavorable public response and reduce the risk of overt hostilities. There was some dissension among members of the Sycamore business community who adamantly opposed busing as a means of achieving desegregation. However, no attempts were made to rescind the board's decision. Sycamore thus became the first school district with over 100,000 population and a significant minority school enrollment to successfully desegregate its schools through voluntary busing.

District respondents noted that after the 1968 plan was implemented, there was a movement pattern in which substantial numbers of minority and non-minority students withdrew from public schools to attend private and parochial schools. Parents often cited fears about the declining quality of education and the safety of school environments as reasons for withdrawing their children from the public schools. District respondents stressed the need for constant monitoring of the desegregation plan in view of declining student enrollment and the resegregation evident in some schools.

Sycamore was placed in legal hold by the Office for Civil Rights (OCR) during the first funding cycle in FY 77. Programs at the district's two alternative high schools were found out-of-compliance with ESAA regulations which state that students of the same race could not be together for more than 25 percent of the school day. One program attracted mostly minority students while the other

attracted mostly non-minority students. OCR informed the district's ESAA staff that these schools would have to be closed before Sycamore would be eligible for ESAA funding.

Total and minority enrollment has declined in Sycamore since 1968. (See Figure 2.) The racial imbalance index remained at a very low level since the implementation of the 1968 plan. The minority isolation index remained constant and indicated that a small number of students attended schools with an enrollment of over 50 percent minority.

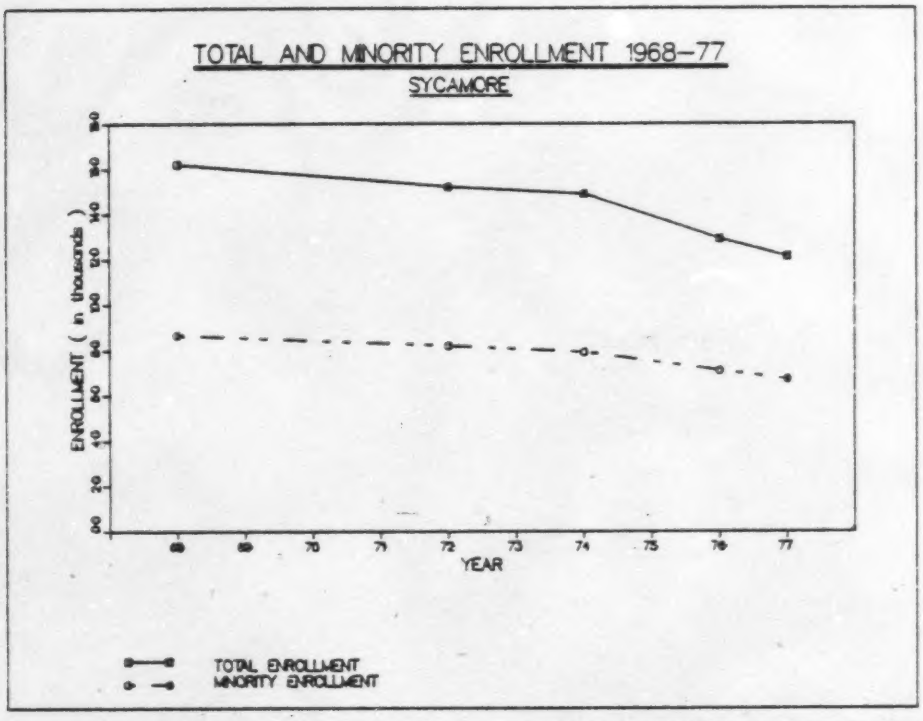
In 1974, white students comprised 47 percent of the total enrollment. (See Figure 3.) Black students were the largest minority group, comprising 44 percent of the total enrollment. In 1970, 15 percent of the children aged 6-17 in Sycamore were from families with incomes below the Census defined poverty level. A slightly larger percentage of white children than minority children were from families with incomes below the poverty level. Eight percent of the school-aged children in Sycamore were enrolled in private schools in 1970. The percentage of white students enrolled in private schools was double that of minority students.

Expenditure data showed that Sycamore had a relatively high per pupil expenditure (the district average was 60 percent greater than the state average) and a relatively low ratio of pupils per teacher (the district average was 22 percent less than the state average). Federal revenues comprised 25 percent of the district's total revenues.

Needs

Respondents felt Sycamore's greatest need was in the area of in-service training for teachers. Several persons interviewed commented that the desegregation process in Sycamore was hindered by the indifferent and sometimes negative attitudes of teachers. They noted that many teachers were insensitive to and did not take an interest in minority students in their classes. In particular, one respondent stated that many teachers were unable to adapt their teaching style to the special needs of a diverse student population, contributing to teachers' inability to manage discipline problems in the classroom.

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
SYCAMORE
ENROLLMENT (in thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT

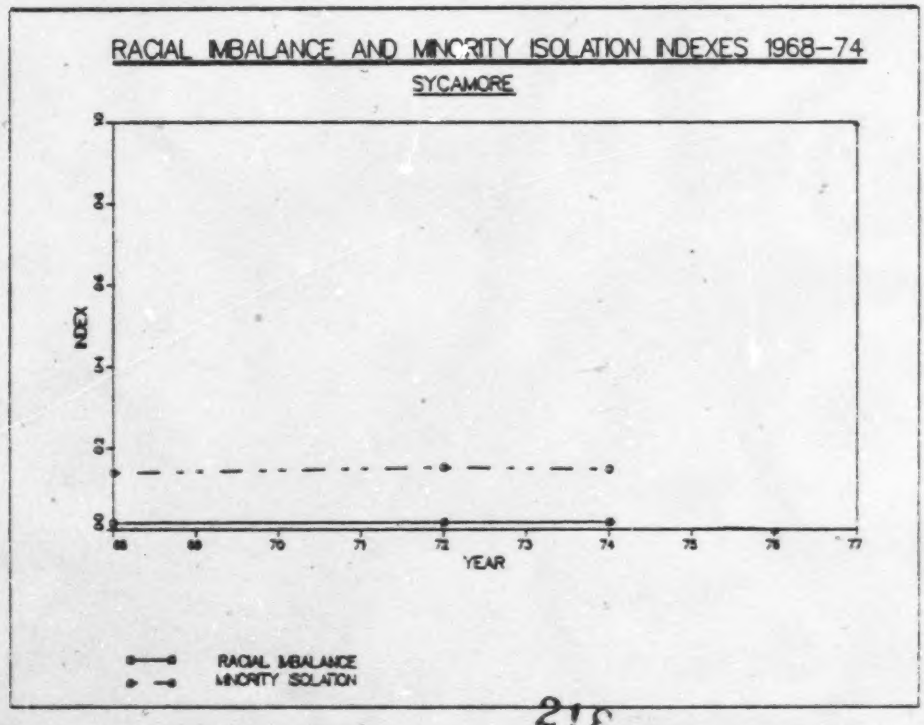
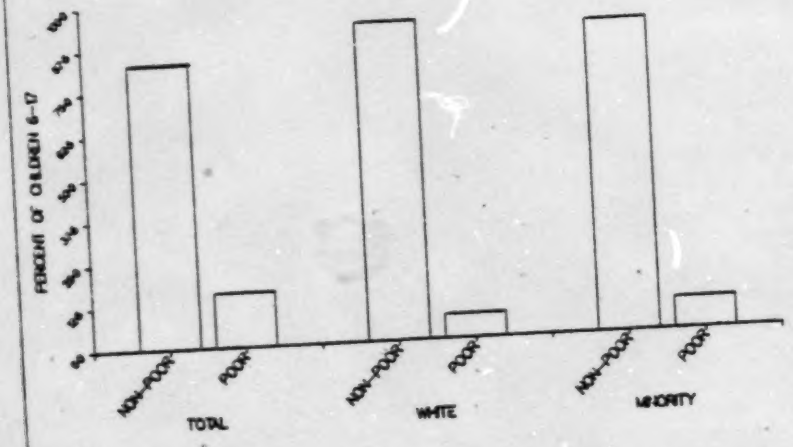

RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–74
SYCAMORE
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

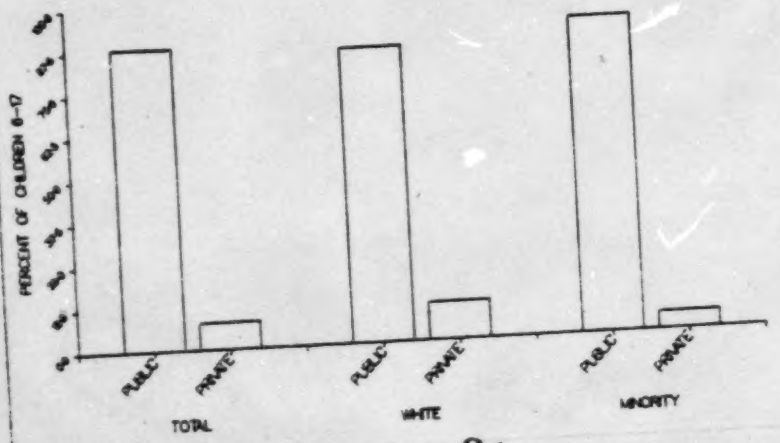
FIGURE 3

PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974
SYCAMORE

CHILDREN 6-17 BY POVERTY STATUS AND RACE
SYCAMORE



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE
SYCAMORE



Respondents also expressed the need for well-trained and committed counselors, special education programs, after-school programs for students, and extended school days to allow for more instructional time.

The NPO Project

The Sycamore arts company was awarded an ESAA grant ($112,000) to fund an enrichment program. The arts company developed a poetry program which was administered in all but one of Sycamore's elementary schools. As stated in the proposal, the program had four major objectives:

1. improving children's attitudes toward poetry;
2. improving children's confidence in their ability to write poetry;
3. improving skills at writing poetry; and
4. reducing feelings of minority isolation.

NPO respondents stated that the project was directly related to the Sycamore desegregation plan because it addressed the problem of polarization among students. Students who participated were in grades 2-6 and were identified as low or high achievers.

The major activity of the program was poetry dramatization, an innovative approach developed by the Sycamore arts company as a way of introducing poetry to children. In poetry dramatizations, poetry was acted out by interracial teams composed of members from the arts company. The NPO personnel felt this was a more effective means of conveying the meaning and beauty of poetry than the usual oral recitation. Students were able to actively participate in the dramatizations, which also provided role models for students who may not have been exposed to harmonious and constructive interracial relationships.

The poetry program was designed so that students would become aware of the different cultures. The poetry used was written by various minority and non-minority artists. According to NPO respondents, this approach was successful in reducing some of the alienation students felt. It also bolstered the confidence of low achievers who, upon

writing their own poems, expressed a desire to continue writing poetry. This also affected their attitudes towards school by motivating them to succeed.

With a larger ESAA grant, the NPO would like to expand the existing program and include drama instruction.

The Basic Project

Sycamore received $409,000 to fund a Basic project which provided remedial and cultural support programs to 1,000 public and non-public elementary school students in four public and two non-public schools. The objectives of the project were to instill motivation in underachieving students, raise students' self-esteem, and help students develop an understanding and appreciation for different cultures. These objectives were seen as related to the need to remedy the negative effects of minority isolation. Three components were proposed and implemented to address the objectives. They were an achievement component, a multicultural component, and parent-community involvement.

The achievement component provided remedial math and reading instruction to students scoring in the bottom two quartiles on a standardized test. The achievement component was implemented through two approaches - a traditional approach and an experimental impact approach. At the two schools using the traditional method of instruction, individualized instruction in reading and math were provided to students deficient in the basic skills. Sequential materials and a classroom management system3 was used to insure that each child received the instruction appropriate to his/her level of achievement. A record of individual progress was kept for each child by the teacher and followed the child for the remainder of his/her academic career. At one school (K-3), one reading and one math specialist worked with about 220 students, both individually and in small groups. At the other school (4-6), about 120 students worked at their own pace in a special learning center under the supervision of two reading instructors. These instructors also provided in-service training for staff at the school.

At the two schools using the experimental impact method of basic skills instruction, team teaching was emphasized. Math and reading teachers worked together as

a team in a classroom, or classes were divided and the teachers worked independently. Respondents explained that team members selected by ESAA had special skills in reading, math or social studies. The team members were then matched with regular teachers in such a way that their strengths bolstered comparative weaknesses, i.e., teachers weak in math or reading were linked with ESAA team members who had specialized skill in those areas. In one school, impact team members shared in the teaching of all subject areas. However, when the dominant instructional skill of the ESAA teacher was presented, he/she took the instructional lead. At this school (4-6), about 90 students received instruction from the impact team members. At the other school (K-3), two team members also worked individually with approximately 200 students.

Some respondents commented that the team teaching approach contributed to increased staff sharing of ideas and general staff interaction. It also enhanced the impact of ESAA on individual children because class size was reduced, the availability and effectiveness of staff in-service training was increased, and the remedial activities were incorporated into the existing school curriculum.

The multicultural component was also implemented in various manners at the four schools. Two schools incorporated a women's studies unit into their multicultural program. The women's studies curriculum and materials were developed from the district's FY 76 ESAA project. The unit provided in-service training to staff and focused on the value of presenting to students an accurate portrayal of the contributions and roles of women in different cultural settings. The curriculum activities consisted of presentations and dramatizations in sex-fair language that supported positive role models. The other two schools established multi cultural resource centers, each staffed by a part-time social studies teacher. The centers provided resources and materials for school use and promoted activities which had a multi-ethnic focus.

The objective of the parent-community involvement component was to heighten parental interest in the school system. District respondents felt that active and concerned parents were essential for any school desegregation effort to be successful. A school-based communications network was created and a series of bimonthly newsletters was the product of this network. The newsletters were published by each participating

school and contained information on multicultural education and the status of desegregation in the district. Parents as well as staff were kept aware of school activities and students' academic progress, and parents were given an opportunity to express their opinions in a special section of each newsletter.

Two parochial schools received ESAA Basic services. The ESAA funds helped to expand the schools' regular staff by providing each with a reading specialist, psychologist and instructional aide. The reading specialist was responsible for a remedial reading and tutoring program. About 440 students received instruction from the ESAA staff. The psychologist provided direct counseling services to pupils, parents and teachers. The reading specialist and psychologist provided in-service training to staff as needed. These schools also hired instructional aides who were responsible for managing learning materials used in the classroom. They also worked directly with students and staff.

Other Federal Programs

Sycamore received funds from Title I, ESEA, Title IV, CRA ($51,000) and Title VII, ESEA ($680,000). The Title VII Bilingual grant provided instruction to approximately 2,700 Spanish and Chinese students in grades K-12.

District personnel felt there was no overlap with ESAA and Sycamore's other Federal programs in terms of program function. All respondents viewed ESAA as reducing the negative effects of racial isolation. In contrast, many persons interviewed felt that Title I encouraged racial isolation because of the way the target groups were selected. They remarked that racial imbalance among Title I target groups was unavoidable. Some respondents noted that ESAA regulations allowed greater flexibility in defining district needs, whereas Title I had a national focus that was limiting.

Other Observations

Respondents in Sycamore agreed that because of budget constraints, the programs funded by ESAA would be discontinued without Federal assistance. There was also general agreement that not only was ESAA needed in Sycamore, but that existing programs should be expanded.

FOOTNOTES

1 The NPO was the primary focus of this case study.

2 Sycamore had only one senior high school which all students attended.

3 The classroom management system was a district-wide program. The Sycamore school district absorbed the cost of training ESAA personnel in its techniques.

WILLOW

Introduction

Willow, a northern urban center with an 81 percent minority enrollment in FY 77, received three ESAA grants for the second consecutive year (see Figure 1): a Special grant[1] of $3,300,000, a Basic grant of $3,051,000 and a Pilot grant of $969,000. Willow became eligible for ESAA funds when it began to implement a desegregation plan in January, 1976, under an August, 1975 Federal court order. The court order included mandatory student reassignment and educational components designed to remedy the adverse effects of illegal discrimination. The state was required to assume half the burden of the educational components in recognition of its role in the discriminatory acts.

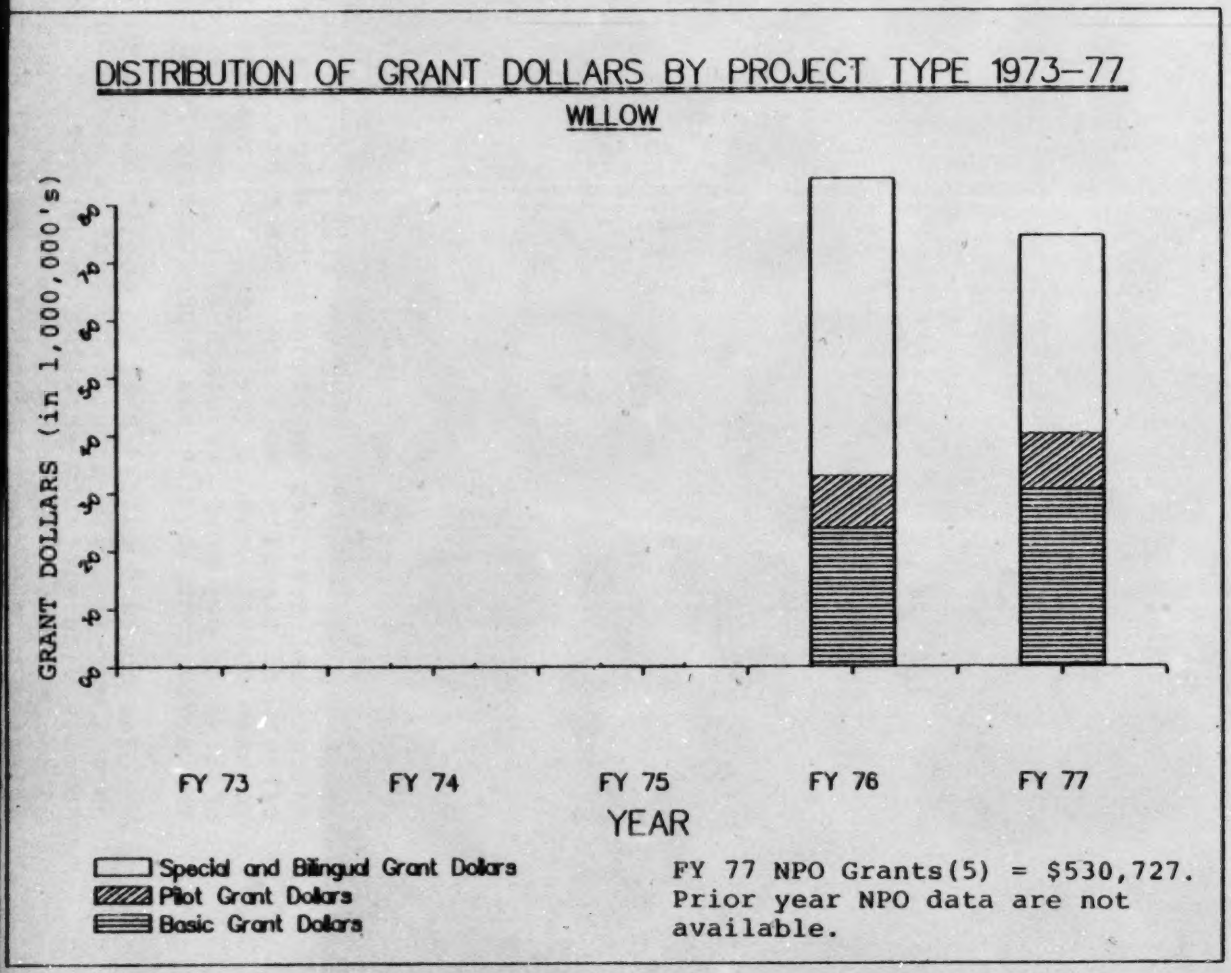
Willow used its ESAA funds and the state funds to support the reading, guidance and counseling, and in-service components of the court order. The Special project offered four components: crisis prevention (in-service training for staff), guidance and counseling, and two components in reading. The Basic project provided reading components in desegregated schools. The Pilot project offered reading improvement in minority isolated schools.

Desegregation History

Willow is operating under a 1975 court order to desegregate its schools through mandatory student reassignment. The district was also ordered to provide educational services to students to eliminate the adverse effects of minority isolation. The state, which was found to have contributed to the illegal segregation, was ordered to pay half the costs of implementing the order. The state contribution was approximately $6 million.

The court required that no public school in Willow have a non-minority enrollment that exceeded 70 percent. Schools with minority enrollments between 30 and 55 percent were considered "desegregated" and were not affected by the court order. To comply with the court order, students in Willow were reassigned. The reassignment plan had two main features. They were:

FIGURE I


DISTRIBUTION OF GRANT DOLLARS BY PROJECT TYPE 1973–77
WILLOW
GRANT DOLLARS (in 1,000,000's)
FY 73
FY 74
FY 75
FY 76
FY 77
YEAR
Special and Bilingual Grant Dollars
Pilot Grant Dollars
Basic Grant Dollars
FY 77 NPO Grants(5) = $530,727.
Prior year NPO data are not available.

- Reorganization of the grade distribution from K-6, 7-9, 10-12 to K-5, 6-8, 9-12. Grade 6-8 schools were of two types: zoned middle schools and open enrollment middle (magnet) schools. The zoned middle schools were to be "walk-in" schools with equal proportions of black and white students. The open enrollment magnet schools were to have special programs designed to attract talented students. Enrollment at the magnet schools would be controlled to achieve a minority enrollment of at least 50, but no more than 70, percent.

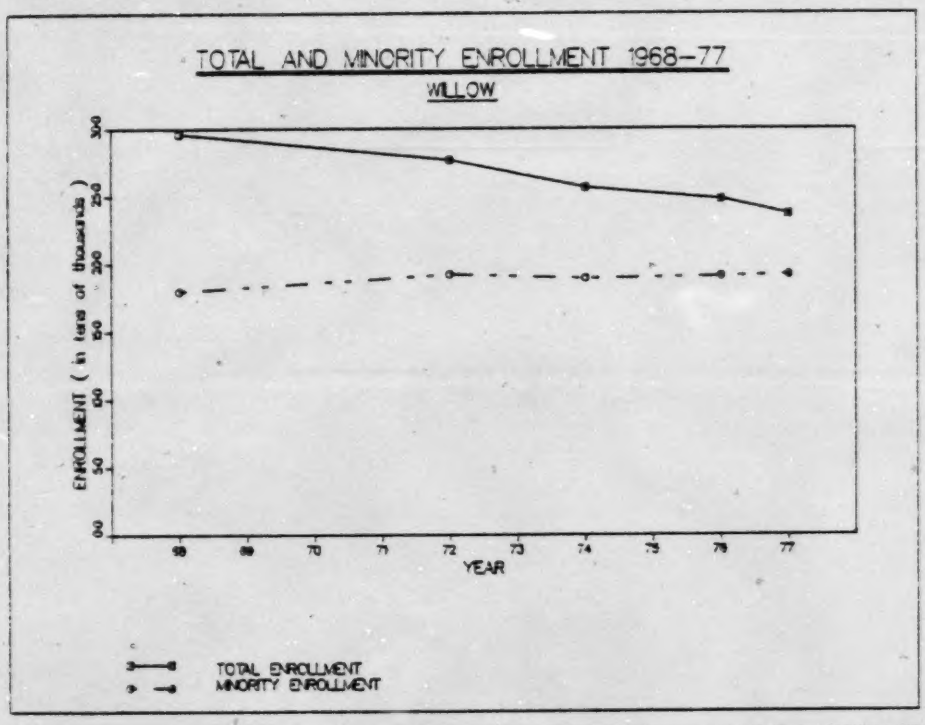
- Boundary and feeder pattern changes for schools that were less than 30 percent minority.

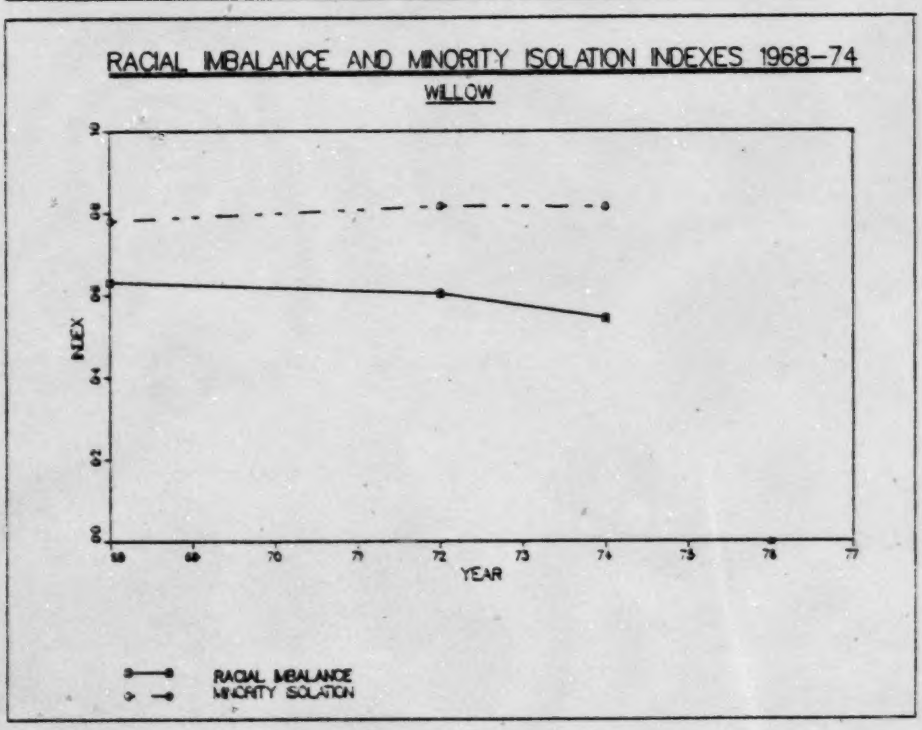
As a result of implementation of the plan, 53,000 students (out of a total enrollment of approximately 237,000) were reassigned. Of those, 25,000 were moved as a result of the grade reorganization. Approximately 21,000 students were bused to their new schools.

The court also required that the district implement programs in reading and communication skills, co-curricular activities, counseling and career guidance, bilingual and multi-ethnic studies, and in-service training to insure the academic achievement of minority students. The Board of Education was required to use only those testing mechanisms that were suitable for use in a desegregated school system. The Board was also required to implement a uniform code of student conduct to provide safety for students within the schools and to also provide measures of due process for students. Finally, the Board was required to establish a school-community liaison which would provide mechanisms for community and parental involvement in school programs.

Total enrollment declined in Willow between 1968 and 1977 and minority enrollment increased slightly during the same period. (See Figure 2.) Data for minority isolation and racial imbalance indexes were available for 1968, 1972, and 1974, one year before Willow implemented its desegregation plan. Data from those years indicated that most of Willow's minority students attended schools that were over 50 percent minority, and that few schools in the city had enrollments which reflected the racial/ethnic composition of the district as a whole.

FIGURE 2


TOTAL AND MINORITY ENROLLMENT 1968–77
WILLOW
ENROLLMENT (in tens of thousands)
YEAR
TOTAL ENROLLMENT
MINORITY ENROLLMENT


RACIAL IMBALANCE AND MINORITY ISOLATION INDEXES 1968–74
WILLOW
INDEX
YEAR
RACIAL IMBALANCE
MINORITY ISOLATION

In 1974, minority students comprised 74 percent of the total enrollment. (See Figure 3.) In 1970, almost 20 percent of the children aged 6-17 in Willow were from families with incomes below the Census defined poverty level. A larger percentage of minority than non-minority children were from families with incomes below the poverty level. In 1970, 18 percent of the children aged 6-17 attended private schools; about 35 percent of the non-minority children in Willow attended private schools.

Expenditure data showed that educational costs in Willow were high. The district had a relatively high teacher salary (the district average was 14 greater than the state average) and a relatively high ratio of pupils per teacher (the district average was 30 percent greater than the state average). Federal revenues comprised 16 percent of the district's total revenues.

Needs

Respondents in Willow had difficulty in separating desegregation related needs from the needs of a largely minority, urban school system operating under severe fiscal restraints. One respondent observed that desegregation had caused none of the current problems in the Willow public schools. School district respondents perceived unfulfilled needs as those components of the court order that had not yet been carried out.

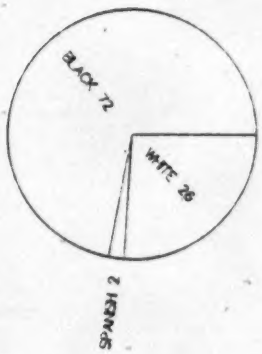
A number of respondents outside the central offices of the school district felt that the major need in the school system was the retraining of teachers. Respondents from the community felt that teacher attitudes and expectations had contributed to a large extent to the educational problems which existed in the schools. They felt that giving funds to the people who created the problems would not solve them. Although other respondents were less harsh, they spoke frequently of the need to retrain teachers to be able to teach students from all socio-economic backgrounds.

Violence and disruption were mentioned as frequent problems at the senior high school level. One school level respondent spoke about overcrowding and discipline policies which had brought new students into the school. The respondent observed that the district-wide discipline policies had resulted in the transfer of disruptive students out of their regularly assigned school and into

FIGURE 3

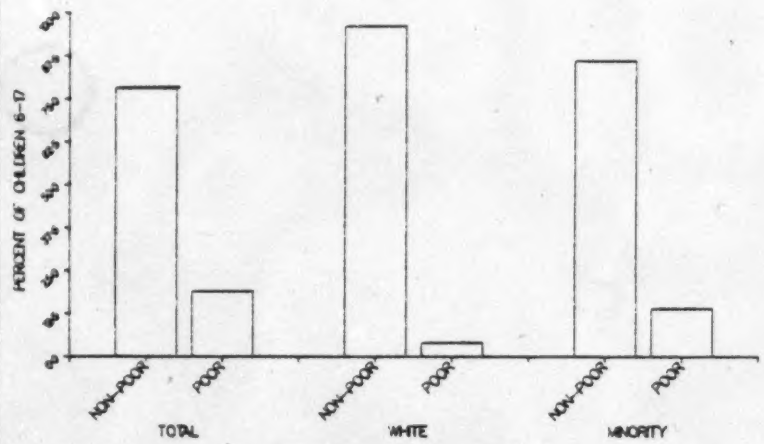
PUPIL MEMBERSHIP BY RACIAL/ETHNIC CHARACTERISTICS 1974

WILLOW



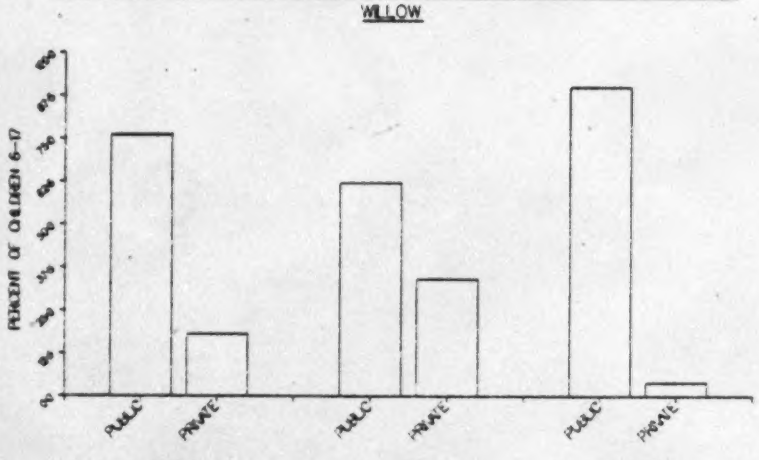
CHILDREN 6-17 BY POVERTY STATUS AND RACE

WILLOW



CHILDREN ENROLLED IN PUBLIC AND PRIVATE SCHOOLS, BY RACE

WILLOW



other schools. The administrator felt that his/her school had received a large number of disruptive students. Their presence only intensified already existing problems, such as the presence of school gangs.

The ESAA Projects

Willow used its ESAA grant funds and part of the state share of the costs of implementing the plan to support the reading, guidance and counseling, and in-service components of the court order.

The Special project offered four components: crisis prevention (in-service training for staff), guidance and counseling, reading improvement, and individualization of reading. The Basic project offered reading improvement, individualization of reading, and a home curriculum component in desegregated schools. The Pilot project offered reading improvement in minority isolated schools.

Willow officials justified their use of ESAA funds to implement the court order by quoting ESAA regulation 185.13(g). They argued that the court ordered them to provide a number of educational components, and that ESAA allowed them to provide some of the components more effectively than would be possible in the absence of ESAA funds. Only the crisis prevention component was not explicitly stated in the court order, but its essential feature, in-service training, was required throughout the order.

During the negotiations for the FY 77 grants, conducted between ESAA program managers and officials of the Willow public schools, guidelines were established to prevent the duplication of ESAA services among schools. For ESAA funding purposes, only schools that were between 30 and 55 percent minority were considered to be "desegregated;" schools with minority enrollments of greater than 55 percent were considered to be "minority isolated."[2] ESAA officials determined that the Basic project could serve only desegregated schools. Pilot project services were limited to minority isolated schools. The Special project was to serve only desegregated schools with the exception of the reading improvement component, which was allowed to serve minority isolated schools.

Those schools which were not provided guidance and counseling, crisis prevention, or reading components from any ESAA project funds received these services from the state contribution. Because there was more than one funding source for the components, it was often difficult for respondents (other than those intimately involved in negotiations with ESAA officials and knowledgeable about the sources of school revenue) to determine which source was paying for which service. For that reason, the three ESAA projects will be described in terms of the components they supported.

Reading

The reading program had three components: (1) Individualization of Instruction, (2) Reading Improvement, and (3) Home Curriculum.

Individualization of Instruction

This component has been part of Willow's response to the court order for compensatory reading programs. Willow has been implementing a city-wide reading program. The program used a diagnostic prescriptive approach to reading with 400 objectives specified for student mastery. ESAA and state funds supported the implementation of the city-wide reading program in Willow. Special project funds were used only in the desegregated elementary schools, and Basic funds were used only in desegregated middle schools. Both the Special and Basic projects funded reading specialists, who provided training workshops and general support activities for middle school teachers who were using the city-wide reading program in their classrooms.

Reading Improvement

The second part of Willow's response to the court order for compensatory reading programs has been a Practical Life Skills (PLS) curriculum at the elementary, middle, and secondary levels. A combination of ESAA and state funds enabled reading specialists to develop and train teachers in the use of the Practical Life Skills program. The Special project supported the program in the minority isolated elementary schools, the Basic in the desegregated middle schools, and the Pilot in the minority isolated high schools.3

ESAA had also provided funds for the PLS curriculum during the 1976-77 school year. The major focus of the 1977-78 projects was the continued development and field testing for the complete PLS instructional package.

Home Curriculum

Included in the Basic project only, the Home Curriculum component was designed to establish Parent Training Teams at eligible middle schools. The objective of the component was to provide parents with skills to assist their children with their academic problems and homework. Sixteen home curriculum specialists had been assigned to the middle schools.

Crisis Prevention

The stated objective of the Crisis Prevention/Intervention component of the Special project was the decrease in the number of disruptive incidents occurring in the Willow public schools. The component was designed to offer a multi-faceted program to all school staff, students, and community members. As proposed, it included summer activities, such as a two-week camp for students, the establishment of teacher resource centers, and teacher in-service training sessions. One section of the in-service training program was designed to train teachers in the use of the Willow ethnic heritage model, which was one of the educational components under court order.

The component which was implemented, however, had little resemblance to the description in the application. Official notification of the grant award on September 30 made summer programs impossible. The Crisis Prevention/Intervention component was implemented as in-service workshops for interested staff, students, and community members. Under the terms of the teachers' contracts, teacher attendance could not be made mandatory. Staff in each building were free to determine the topics of the workshops, with advance approval from training coordinators. One respondent felt that the lack of direction from training supervisors allowed the crisis prevention program to provide opportunities for building staff to meet socially. Another respondent told of the faculty of one high school, which had been disrupted by racially inspired student riots, voting not to discuss race or human relations at their in-service workshops.

The component was funded to provide one supervisor, three staff trainers and five training coordinators. The training coordinators were assigned to administrative offices in areas where students had been reassigned. Six hundred thousand dollars was provided as stipends for instructional and administrative staff, non-instructional staff, students, parents, and community members to participate in the in-service training workshops. ESAA funds provided for five substitutes who were available so that teachers might have released time to use the teacher resource center. However, it was not possible to determine which parts of the crisis prevention program were provided by ESAA and which by state funds.

Guidance and Counseling

As in the other components, ESAA was one source of funding for the Willow response to the court ordered requirements for counseling and career guidance. Willow proposed the establishment of guidance service centers (GSC) composed of administrators, counselors, teachers, students, and parents. The objective of the program was to provide increased services in career education and individual and small group counseling in order to decrease the absentee and drop-out rate.

For FY 77, the Special project provided 59 paraprofessional guidance aides at 17 desegregated elementary and 42 desegregated middle schools and funds for in-service training stipends. (Funds for the provision of guidance and counseling services at other schools were provided from other district sources and state funds). The aides provided administrative assistance to the counselors and served teachers directly by searching for information on issues and questions raised by the staff. The aides also worked with students in small groups. An allocation of $266,000 was set aside for support workshops in guidance skills for counselors and placement specialists.

The impact of the guidance and counseling component was not clear. A court appointed commission which has been monitoring the implementation of the court order reported

> ...the extent to which GSCs actually provide needed services in career exploration has not been fully established. Informal reports from Central staff indicate that GSCs are functional at some schools while at other schools they are not functional. (March 15, 1978).

At the schools visited during this site report, respondents reported that the major impact of the guidance and counseling program was the provision of administrative support by the aides and the provision of telephones for the counselors.

Mathematics

The Special project had requested $790,000 to support a mathematics component that was not funded. The FY 76 Special project had included funds used to train about 400 mathematics teachers in middle schools in effective methods to individualize math instruction. The FY 76 Special project had also provided additional instructional materials and curriculum guides for students. During FY 77 budget reviews, ESAA program officers noted that mathematics was not included in the court order and, therefore, could not be funded by ESAA.

ESAA Non-Pilot Organization Grants

Five NPOs in Willow were awarded ESAA grants. One of the NPOs ($150,000) focused on the affective behavior of students in selected secondary schools which had experienced interracial conflict. The NPO used the principle of peer leadership. Student leaders at each school were invited to a retreat where, for two days, personnel trained in group procedures led seminars and group meetings. The NPO also provided counselors assigned to each school to aid student leaders in passing on the techniques learned at the retreat.

Other Federal Programs

Willow received grants from Title I, ESEA and Title VII, ESEA in FY 77. The district also received funds from Title IV of the Civil Rights Act (CRA).

Title I, ESEA provided compensatory programs in reading and mathematics at 170 schools in Willow. These schools were also provided ESAA or state funded reading services depending on whether they were desegregated schools or minority isolated schools and whether the school served elementary, middle or high school students.

Title VII, ESEA provided approximately $113,000 in funds to serve bilingual studies. These funds were folded into a bilingual/bicultural education budget.

Willow also received a grant from Title IV, CRA for $214,000. Willow used these funds to implement the School Community Relations component of the court order. The funds were allocated for staff salaries. The staff provided support for the city-wide School Community Relations Council for community and parental involvement in the schools.

FOOTNOTES

1 The Special grant was the major focus of this case study.

2 Note that the definitions in the court order are not completely consistent with ESAA Regulations. Schools with an enrollment of 50 to 55 percent minority are considered "desegregated" by the court order, but are classified as "minority isolated" according to ESAA Regulations.

3 There is some evidence, however, that the Basic project served desegregated high schools. In a phone conversation made to verify some of the data for this study, a Willow ESAA official reported that two desegregated high schools each received 2/9 of a reading teacher from Basic project funds.